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# REUSE STUDY

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**Port Austin Air Force Station  
Port Austin, Michigan**

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# **· REUSE · STUDY ·**

## **PORT AUSTIN AIR FORCE STATION PORT AUSTIN, MICHIGAN**

**SEPTEMBER 1990**

**This study was prepared under contract from the Huron County Economic Development Corporation (EDC). Financial and technical assistance was provided by the Office of Economic Adjustment (OEA), Department of Defense. The content reflects the views of the EDC and does not necessarily reflect the views of OEA.**

# REUSE STUDY FOR THE PORT AUSTIN AIR FORCE RADAR STATION

IN

PORT AUSTIN, MICHIGAN

APRIL 1990

## LETTER OF TRANSMITTAL

## CONTENTS

	Page
<b>EXECUTIVE SUMMARY</b>	I-1
Introduction	I-1
Defense Impact	I-1
Market Assessment	I-2
Site and Base Facilities Assessment	I-2
Potential Reuse Opportunities	I-3
Development and Implementation Strategy	I-3
 <b>INTRODUCTION</b>	 II-1
Background	II-1
Objective	II-1
Methodology	II-1
Facility Description	II-2
 <b>DEFENSE IMPACT</b>	 III-1
Socioeconomic Impacts	III-1
Population	III-1
Employment	III-1
Income	III-1
Housing	III-2
Community and Environment Impacts	III-2
Education	III-2
Facilities	III-3
Local Contracts	III-3
Air, Water and Land	III-4

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**REUSE STUDY FOR THE  
PORT AUSTIN AIR FORCE RADAR STATION**

**IN**

**PORT AUSTIN, MICHIGAN**

**APRIL 1990**

**CONTENTS  
(Continued)**

	Page
<b>MARKET ASSESSMENT</b>	IV-1
Regional Economic Development Context	IV-1
Geographic Setting	IV-1
Economic Context	IV-2
Regional Demographic Trends	IV-3
Population	IV-3
Employment	IV-4
Income	IV-5
Housing	IV-5
Transportation	IV-5
Tourism	IV-6
Development Activity	IV-6
 <b>SITE AND BASE FACILITIES ASSESSMENT</b>	 V-1
Site Assessment	V-1
Building Inventory	V-3
General Information	V-3
Housing	V-7
Utilities	V-8
Heating	V-8
Gas	V-8
Electricity	V-9
Water	V-9
Sewage Treatment	V-10
Recreation Facilities	V-11
Roads	V-11

**REUSE STUDY FOR THE  
PORT AUSTIN AIR FORCE RADAR STATION  
IN  
PORT AUSTIN, MICHIGAN**

**APRIL 1990**

**CONTENTS  
(Continued)**

	Page
<b>POTENTIAL REUSE OPPORTUNITIES</b>	VI-1
Industrial/Commercial	VI-1
Manufacturing	VI-1
Public/Private Storage	VI-3
Recreation/Tourism	VI-3
Local Community Use	VI-3
Resort Complex	VI-3
Educational/Vocational/Research	VI-4
Retreat or Seminar Center	VI-4
Youth Group Center	VI-4
Medical Care	VI-4
Hospital/Health Care	VI-4
Housing/Residential	VI-5
Existing Residential Structures	VI-5
Elderly/Low Income Housing	VI-5
Institutional	VI-5
Potential Reuse Plan	VI-6
Correctional Facility	VI-6
Rehabilitation Center	VI-6
 <b>DEVELOPMENT AND IMPLEMENTATION STRATEGY</b>	 VII-1
Reuse Planning Considerations	VII-1
Community Concerns	VII-1
Impact of Reuse	VII-2
Environmental	VII-2
Infrastructure Demands	VII-2
Population	VII-2
Jobs Creation	VII-2
Land Use	VII-3
Public/Private	VII-3
Acquisition Process	VII-3
Recommended Development Actions	VII-5

**REUSE STUDY FOR THE  
PORT AUSTIN AIR FORCE RADAR STATION  
IN  
PORT AUSTIN, MICHIGAN**

**APRIL 1990**

**CONTENTS  
(Continued)**

	Page
LIST OF ACRONYMS	APPENDIX A
LIST OF CONTACTS	APPENDIX B
BUILDING INVENTORY	APPENDIX C
PROPERTY ACQUISITION SUMMARY	APPENDIX D
LIST OF ILLUSTRATIONS	
State Location Map	II-3
Transportation Arteries	IV-7
Area Location Map	V-2
Port Austin Air Force Station Site Plan	V-4
G.A.T.R. Facility Site Plan	V-5
Property Disposal Process	VII-4



**REUSE STUDY FOR THE  
PORT AUSTIN AIR FORCE RADAR STATION  
IN  
PORT AUSTIN, MICHIGAN**

**APRIL 1990**

**CONTENTS  
(Continued)**

**Page**

**LIST OF TABLES**

Development Opportunities	I-4
Local Contracts	III-3
Existing Land Acreage	IV-2
Huron County's Property Tax Base	IV-2
Population Trends 1980-1990	IV-3
Population Trends By Age Group 1980-2000	IV-3
Employment Characteristics	IV-4
Employment Trends 1984-1989	IV-4
Housing Trends	IV-5
Building List	V-6
Independent Heating Facilities	V-8
Water Supply Station	V-9
Wastewater Treatment Statistics	V-10
Location/Use Relationships	VI-2
Correctional Facilities Impacts	VI-7
Development Opportunities	VI-9

## **EXECUTIVE SUMMARY**

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### **INTRODUCTION**

Laventhol & Horwath was retained by Huron County to assess reuse opportunities for the conversion of the Port Austin Air Force Radar Station (AFS) into civilian use. The objective was to develop a reuse planning guide and marketing tool to be utilized in attracting interest in the site's reuse. This has been accomplished through an analysis of the Huron County market area, an assessment of the site and base facilities, and an analysis of potential reuses for the property. The physical facility assessment was completed by the local Huron County engineering firm of Williams, Osminski & Associates, Inc.

The site encompasses approximately 59 acres of land in Port Austin, Michigan. The station has 70 buildings and structures used for military operations prior to the closing in February of 1989. The facility had a mission as a long range radar station under the 23rd Air Division/North American Air Defense Command (NORAD) Region, Duluth International Airport, Minnesota at the time of the closing.

### **DEFENSE IMPACT**

- Military personnel and their dependents comprised less than 10 percent of Port Austin Township's year-round population and less than 15 percent of the number of employed individuals of the township at the time the station was closed.
- A loss of revenue for the Catholic Parish and Protestant Minister, the Huron Memorial Hospital, an area doctor, rental property owners and retail businesses, resulted from the AFS closure.

- Minimal Federal aid was provided to the local school district for dependents of military personnel.
- The Port Austin community lost access to the Port Austin Air Force Radar Station's recreational facilities and use of facilities for community activities.
- Contracts with businesses and service providers in and around Huron County totalled \$208,000 in fiscal year 1987.
- The Port Austin environment has been positively affected by the closure with fewer vehicles, fewer people, less water consumption and less land in use.

**MARKET ASSESSMENT**

- Port Austin is located in eastern Michigan in what is known as the "Thumb" region of the State. The former AFS is located approximately one mile south of the shoreline of Saginaw Bay. The area is rural in nature and is accessible by two State routes. The nearest Metropolitan Statistical Area (MSA) would be the Saginaw/Bay City/Midland area, approximately one hour drive time from Port Austin.
- The population, income and economy all reflect a strong agricultural base of the area. Huron County's 1990 population is estimated to reach 37,000 people. Tourism, being another important source of revenue for the County, creates increased populations for the shoreline communities during the summer months.
- Although no major tourist attractions exist in Huron County, the area offers a recreational shoreline for boating and fishing, and two State parks.
- Moderate residential, commercial and industrial development has occurred during the ten-year period from 1975 to 1985.

**SITE AND BASE FACILITIES ASSESSMENT**

- The site does not have shoreline frontage or direct lake access, limiting its ability to take advantage of water-related recreational opportunities.
- The site has good visibility in the Port Austin area because of the topography of the land and its location on State Highway M-53.
- The site's surrounding land uses are mainly agricultural in nature.
- The AFS is comprised of 69 buildings, dispersed throughout the 52.07 acre site and an additional building on the 7.41 acre site.
- The site has many existing recreational facilities. The recreational facilities include a swimming pool, baseball diamond, tennis courts, gym/fitness center, racquetball courts and a two-lane bowling alley.

- The structures appear to be well constructed and all furnishings, fixtures and equipment have been removed.
- A water/wastewater treatment facility at the site is currently not in operation.
- The site's institutional appearance would not be aesthetically appealing for some types of reuses, such as resort or residential community.

**POTENTIAL REUSE OPPORTUNITIES**

- Alternative reuses of the radar station fall into two categories. The first of these categories is a single-use that requires the entire site; the second category includes several compatible uses that individually require only small parts of the site and facilities but together utilize most or all of the station. The main development alternative is an institutional use that would be a single user and, if not at the time of initial development, would eventually utilize the entire site.
- The following table outlines potential reuse opportunities.
- Based on interviews with community leaders, a site analysis for both a market and physical perspective, and information provided by interested users, the highest and best use for the Port Austin Air Force Radar Station has been identified as an institutional use.
- The two primary institutional reuses include a correctional facility and a rehabilitation center.

**DEVELOPMENT AND IMPLEMENTATION STRATEGY**

- The development of the Port Austin Air Force Radar Station must be consistent with the goals and desires of the community in relation to the physical features of the area and the existing land uses.
- The outlook for the economic development of Port Austin is fairly good. Several prospective uses have been identified for the land and facilities of the station. If the recommended strategy actions are followed, and the station's reuse is aggressively promoted, the site will be able to positively impact the local economy. The success of this effort, however, depends on the support of local area residents and the commitment of the Huron County government.

# DEVELOPMENT OPPORTUNITIES

## PORT AUSTIN, MICHIGAN

Prospective Use	Development Potential	Facility Suitability	Cost/Benefits	Recommended Actions
<u>Industrial/Commercial:</u> <b>Manufacturing</b> (park or single-user)	<u>Low</u> It is unlikely that one manufacturing firm would be able to use the entire facility. There is minimal demand for a manufacturing park use in Huron County.	Although individual buildings might be suitable for small manufacturing operations, utilities are not currently adequate.	Jobs and property tax benefits. Revenues for the community.	Determine impact of pursuing this reuse on present industrial development efforts. Identify potential users and investigate management plans.
<b>Public/private storage facilities</b> (e.g. grain, boats, campers, community goods)	<u>Moderate</u> Similar facilities have been adapted to storage uses. With Saginaw Bay so close, a site to store boats and other recreational equipment may be needed. Grain storage space is also possible. Low-cost means of storing public equipment and goods.	Analysis of radar towers' and operations buildings' suitability for grain storage would be necessary.	Very little benefit to community in terms of jobs created but would provide a use for some structures.	Pursue as part of multiple use. Consider possible sale or lease of some buildings to private developer for storage use.
<u>Recreation/Tourism:</u> <b>Local community use</b>	<u>Low</u> The distance between the station and the recreational shoreline of Huron County limits the potential of this use as a park or recreational facility.	The recreational facilities are acceptable. Improvements are optional.	Few jobs or revenue would be provided. Social benefits would result.	Pursue as part of a multiple use strategy.
<b>Resort complexes</b>	<u>Low</u> The eastern shoreline communities of Michigan are less recognized as destination resort areas.	Recreational improvements are necessary. Major improvements to housing facilities would be necessary to attract visitors.	Jobs and revenues for the community.	Do not pursue.
<u>Educational/Vocational/Research:</u> <b>Retreat or seminar center</b>	<u>Low to moderate</u> The isolated location of Port Austin and the facilities offered make this facility somewhat attractive. The limited transportation access and distance from the shoreline limits this use.	Minor changes in structures would be necessary.	Value derived from use could exceed required investment and would further diversify local economy by decreasing seasonal demand for labor.	Determine impact of pursuing this reuse on present community promotional efforts.
<b>Youth group center</b>	<u>Low to moderate</u> The location would be suitable for this use. Demand is minimal.	Facilities would require few changes in existing facilities.	These centers usually have a high ratio of staff to trainees. Thus the benefits of increased job opportunities are high. Conversion costs for reuse are low.	Discuss potential with State and Federal officials, and non profit organizations.
<b>Vocational education, training or research center</b>	<u>Low</u> Minimal interest in this type of development.	The dormitories, offices and recreation buildings are well suited to this reuse and would require little modification.	This use would provide jobs and training opportunities for local residents in addition to bringing new skilled labor into the community.	Do not pursue.

# DEVELOPMENT OPPORTUNITIES (Continued)

## PORT AUSTIN, MICHIGAN

Prospective Use	Development Potential	Facility Suitability	Cost/Benefits	Recommended Actions
<u>Medical Care:</u>				
<u>Hospital/health care</u>	<u>Low</u> Due to small local population and existing facilities in Huron County, little need for general medical facilities is currently present.	Many existing buildings could be adaptable to reuse. The station does not have a structure previously used for health care.	Jobs and introduction of new skilled labor into the local community	Do not pursue
<u>Housing/Residential:</u>				
<u>Existing residential structures</u>	<u>Low</u> Housing market is not experiencing much demand making sale of homes to local residents difficult in the short-term.	Houses may have to be moved from the site to appeal to local residents. Houses will require some renovation since they have been stripped of all fixtures and furnishings.	Will cause temporary excess housing.	Do not pursue.
<u>Elderly/low income housing</u>	<u>Low</u> Housing is currently in excess. Demand for elderly or low income housing is not expected.	Modifications will be needed to meet HUD standards.	The lack of need for this housing is documented.	Do not pursue
<u>Institutional:</u>				
<u>Correctional facility</u>	<u>Moderate to high</u> There is currently a need for new facilities at all levels of security. The remote location is desirable for low level security.	The buildings are well suited to this reuse. Few changes would be required.	Correctional facilities provide jobs for a community. The cost to the state of conversion would compare favorably to new construction.	Discuss prospect with State officials to determine present and future facilities needs.
<u>Rehabilitation center</u>	<u>Moderate to high</u> The facility would be desirable for this type of reuse. These types of developments are in high demand.	The buildings are well suited to this reuse. Little change would be necessary.	This alternative would provide jobs and possible revenues to the community.	Pursue by contacting State officials and other interested private users.

Source: Lavenhol & Horwath

## **INTRODUCTION**

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### **BACKGROUND**

Laventhol & Horwath was retained to conduct an assessment of the reuse opportunities for the conversion of the Port Austin Air Force Radar Station (AFS) into civilian use. The military installation was closed in February of 1989. The General Services Administration (GSA) is expected to notify Huron County of the availability of the property. This surplus real property designation will occur if no Federal government need is identified for the property. Market opportunities and physical redevelopment issues have been addressed for the reuse of the existing facilities. The physical facility analysis was completed by the local Huron County engineering firm of Williams, Osminski & Associates, Inc.

### **OBJECTIVE**

This report has been completed as a guide and marketing tool for Huron County in the reuse development of the former AFS site. The analysis and identification of Huron County's reuse opportunities have been defined herein.

### **METHODOLOGY**

The scope of work included the following:

- Meetings with the Huron Economic Development Corporation's Reuse Committee to assemble background information pertaining to the project and to identify reuse opportunities.
- An analysis of regional economic factors and development trends for the suggested uses.

- An assessment of the site and study area from a marketing perspective to determine their suitability for the uses suggested.
- An evaluation of the physical aspects of the current facilities completed through an engineering inspection of the property by the firm of Williams, Osminski & Associates, Inc.
- Development of a strategy and plan to guide future reuse of the facility.

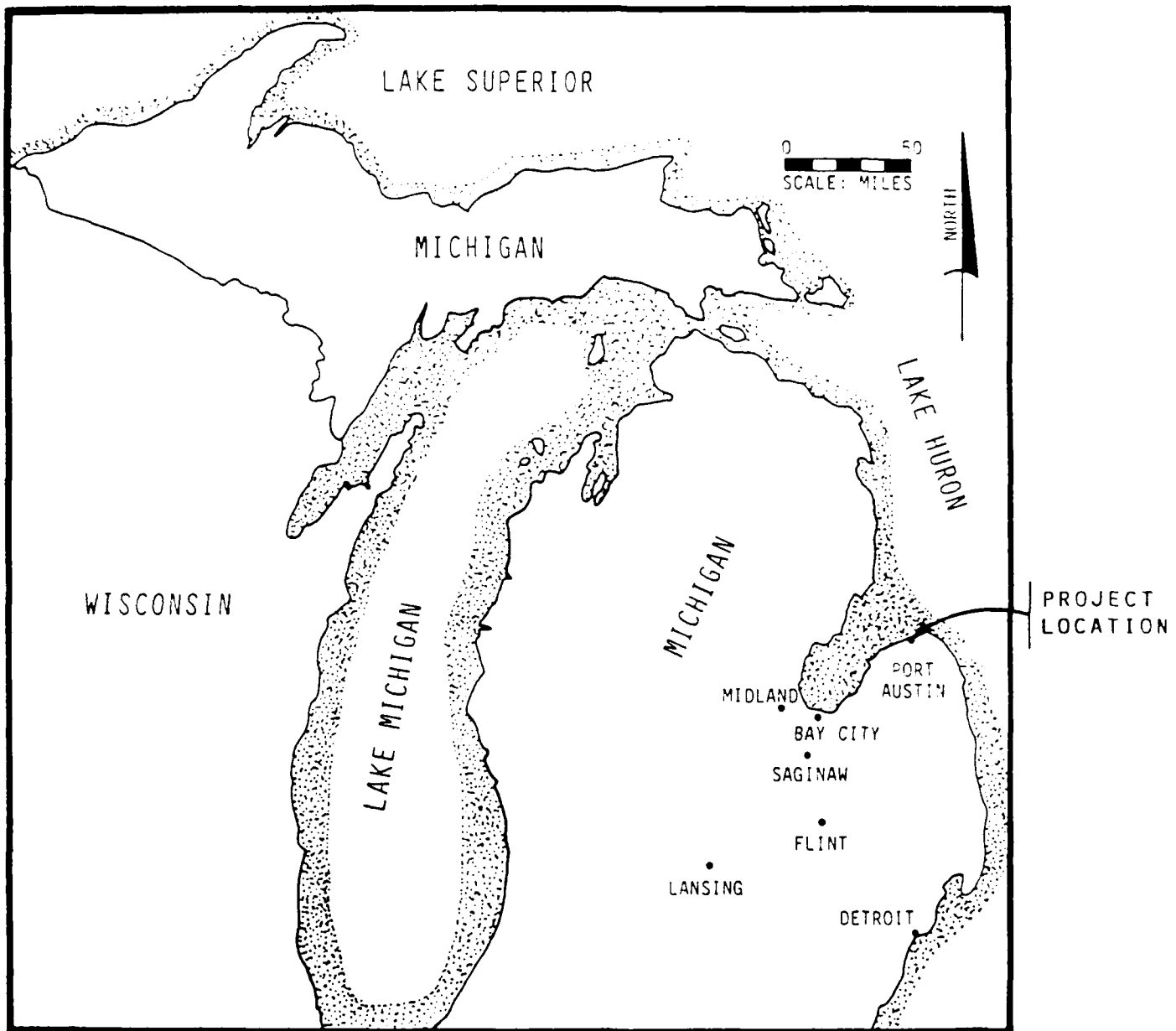
**FACILITY DESCRIPTION**

The former Port Austin Air Force Station is located in Huron County at the tip of what is known as the State of Michigan's "Thumb". The map on the following page illustrates Port Austin's location in relation to the balance of the State.

The station is located off of State Highway M-53, approximately one mile south of the Village of Port Austin. It encompasses 59.48 acres of land, comprised of two distinct parcels. Of this total, 46.10 acres are owned in fee, 2.11 acres are licensed and 11.27 acres are easements. Any future landowners would have the use of the total 59.48 acres. The station property, including the family housing area, encompasses 40.80 acres of fee and 11.27 acres of easement lands. The off station Ground to Air Transmitter/Receiver (GATR) annex is located approximately three miles southwest of the station's main gate and encompasses 5.30 acres of fee and 2.11 acres of licensed land. The terrain surrounding both components of the AFS consists of relatively flat farmland and scattered clusters of trees. All lands adjacent to the station and the GATR annex are privately owned.

The 754th Radar Squadron was activated as the 754th Aircraft Control and Warning (AC&W) Squadron in January 1951 in Oscoda, Michigan, approximately 35 miles across Saginaw Bay northwest of the Port Austin site. Construction of the Port Austin site facilities, started in the spring of 1950, was completed by July 1951 and the squadron was officially transferred from Oscoda. In December 1953, the site was officially designated as the Port Austin Air Force Radar Station, taking its name from the nearby village. With the addition of the Semi-Automatic Ground Environment (SAGE) system in April 1954, the station became an integral part of the Detroit, Michigan, Air Defense Sector. In April 1962, the station's equipment was modified to include the Back-Up Intercept Control (BUIC) I capability. Modified again in December 1965 to assume a BUIC II mission, the equipment was further updated for BUIC III operation in November 1968. Following a reorganization within the Aerospace Defense Command in January 1970, the BUIC mission was taken away from Port Austin and the squadron resumed its mission as a long range radar station under the 23rd Air Division/North American Air Defense Command (NORAD) Region, Duluth International Airport, Minnesota. The squadron had maintained the same status until the time it was closed.





STATE LOCATION MAP  
NO SCALE

The existing structures at the site include buildings used for radar mission operations, administrative offices, operations, auto maintenance, family housing, airmen dormitories and a commissary. A water/wastewater treatment facility and radar tower buildings are also located at the site. Recreational facilities include a swimming pool/bathhouse, a bowling alley, tennis courts, racquetball courts, a baseball diamond, and a structure that was used as a gym/weight lifting room. A detailed description and an engineering assessment is presented in the Site and Base Facilities Assessment section of this report.

## **DEFENSE IMPACT**

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### **SOCIOECONOMIC IMPACTS**

#### **Population**

The Port Austin Air Force Radar Station (AFS) closure had its largest impact on Port Austin Township. At the time of the closure, military and dependent population accounted for at least eight percent of the year-round population of the township. The impact during the summer months is minimal because the township's population doubles during the summer.

#### **Employment**

At the time of the AFS closure, 51 military personnel were residents of Port Austin Township. An additional 18 civilian personnel were from the township. The impact of the closure on the area's employment is not able to be accurately measured. The civilian personnel that left the area after the closure decreased the total labor force causing an increase in the unemployment rate even if the number of people unemployed remained constant. The impact on employment is estimated to be minimal because the civilian positions affected only represented 3.6 percent of the number employed in the township at the time of the closure. In addition, a decrease of approximately 26 military positions from 1985 to 1987 did not result in an observable increase in unemployment based on State employment statistics.

#### **Income**

The closure of the Port Austin AFS is estimated to have resulted in the following losses of income or revenues to Huron County or Port Austin's businesses or services:

- \$10,000 each to the Catholic Parish and Protestant Minister. This represents a third of the Protestant Minister's salary.
- \$50,000 to Huron County businesses and \$15,000 to the Huron Memorial Hospital.
- \$28,000 to an area doctor for on-base medical care.
- A net loss of \$84,780 to \$99,360 in foregone residential rental property revenues to Port Austin property owners. If units are vacant year-round, revenue losses could go up to \$132,480.
- 2.5 to 5.9 percent of Port Austin's retail transactions. This estimate is conservative, as it is based on total number of year-round households and transactions by tourists are not factored into the household totals.
- No effect on State or local taxes, since the AFS was a government unit.

A mixed impact from the closure of the commissary and base exchange occurred. Retirees that had shopped at these facilities now have to shop at area stores. Retail transactions by these retirees amounted to approximately \$90,000 annually at the base facilities, although this amount is greater in the private sector to purchase the same goods.

### **Housing**

The closure of the Port Austin AFS benefits those persons looking for summer only residences, since there is more vacant housing if property owners elect to rent on a seasonal basis. However, during the winter, housing that had been rented by military civilian personnel, remains vacant and results in income losses to area land owners. The military and civilian personnel that had rented residences in Port Austin represented approximately 32 percent of the residential rental demand.

## **COMMUNITY AND ENVIRONMENT IMPACTS**

### **Education**

Only minimal Federal aid had been provided to the local school district for dependents of the AFS personnel. In 1987, aid for the 47 dependents totalled \$5,020, comprising less than three-tenths of one percent of the annual school district budget. Ninety-two percent of the school district budget is generated from local property taxes. The district does not receive matching State funds, so the decrease in enrollment did not entail a corresponding loss of State aid.

Facilities

Port Austin AFS provided space for local activities upon request. Recreational facilities such as the bowling alley and ball field were used and community members belonged to the Non-Commissioned Officer's (NCO) Club. Although Port Austin AFS had a mutual aid agreement with the local fire fighting unit, it had not provided emergency services to the community.

Local Contracts

Port Austin AFS held contracts with Huron County based businesses and service providers totalling \$108,000 in fiscal year 1987. The following table lists the contracts and services:

<u>Location</u>	<u>Amount</u>	<u>Description</u>
Port Austin	\$ 20,000	Religious services
Total	<u>\$ 20,000</u>	
Huron County	\$ 43,000	Appliance repair, refuse collection, sewage treatment plant repair
	7,000	Refuse collection, snow removal
	15,000*	Huron Memorial Hospital services
	<u>23,000**</u>	Lease of land for trailers
Total	<u>\$ 88,000***</u>	
Other	\$ 75,000****	Dining hall services
	<u>25,000****</u>	Custodial care
Total	<u>\$100,000</u>	

\* Bad Axe

\*\* Caseville

\*\*\* Does not include \$28,000 payment to doctor for on-base medical care. The doctor was considered a part-time employee and his salary was included in payroll totals.

\*\*\*\* Marquette County

Source: Environmental Assessment for Port Austin  
Air Force Radar Station, Michigan, October 1987.

When other contracts with businesses outside the County were included, contractual services totalled \$208,000 in fiscal year 1987. The contract with the Marquette County Company for custodial and dining hall services involved the employment of seven Huron County residents. These positions were terminated as a result of the Port Austin AFS closure since these personnel provided services exclusively to the AFS.

**Air, Water and Land**

Air quality has improved since the Port Austin AFS closure, since traffic has decreased and back-up generators are now inoperative. There has been a reduction in ground water withdrawals and potential for surface water contamination has been reduced since the AFS wastewater treatment facility is closed.

Port Austin AFS generated approximately 150 cubic yards of domestic garbage per month while it was in operation. This disposal in a local landfill has been eliminated. The removal of seven underground storage tanks that had once stored diesel fuel, gasoline and lube oil, reduced the potential for soil contamination by fuels. The overall impact to the biotic environment has been positive since fewer people, reduced vehicle traffic and reduced land use are all results of the Port Austin AFS closure.

## **MARKET ASSESSMENT**

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### **REGIONAL ECONOMIC DEVELOPMENT CONTEXT**

#### **Geographic Setting**

Huron County boasts over 90 miles of Great Lakes shoreline with Lake Huron and Saginaw Bay to the east, north and west. The Port Austin Air Force Radar Station (AFS) is 17 miles north of Bad Axe, the County seat and major commercial center with a population just over 3,000. The nearest metropolitan area is the Saginaw/Bay City/Midland area with a population of 408,500 in 1988. Port Austin is accessed by Highway M-25, a two-lane State route which loops the County along the Lake Huron shoreline, and by Highway M-53 another two-lane State route providing southern access.

The nearest airport with commercial passenger service is Tri-City International Airport in Saginaw County, approximately 90 miles from Port Austin. Air passenger movements are estimated to have reached the 500,000 level in 1989. Other Class B and Class C airports are located in and around Huron County. The nearest higher education facility is Jordan College in Bad Axe with an enrollment of approximately 200 students. Two other larger colleges are located in the City of Saginaw. There are three hospitals located in Huron County. The nearest major medical facilities are located in either Bay City or Saginaw, each approximately 60 miles from Port Austin.

The County is rural with almost 90 percent of the land devoted to agriculture. The following table illustrates the existing land acreage:

<u>Use</u>	<u>Acres</u>	<u>Percent</u>
Agriculture	485,600	89.5%
Forest	26,400	4.9
Wetland	20,000	3.7
Urban	1,280	.2
Industrial	-	-
Rural	3,520	.6
Transitional	160	.1
Recreational	3,200	.6
Extractive	1,600	.3
Transportation	<u>640</u>	<u>.1</u>
	<u>542,400</u>	<u>100.0%</u>

Source: Huron County Comprehensive Plan, March 1987.

### Economic Context

Agricultural land accounts for approximately half of the State's equalized valuation of property for Huron County. The area is a leading producer in the State for dry beans, corn, sugar beets, grains, dairy and livestock. Residential properties account for the second largest portion of the County's total valuation. Although agriculture is the major portion of the County's property tax base, metal, plastic and glass products are manufactured in the County providing goods for outlying areas. The following table shows Huron County's property tax base:

<u>Use</u>	<u>Percent</u>
Agricultural	43.0%
Residential	40.4%
Industrial	3.2%
Commercial	6.8%
Other	6.6%
1987 State equalized value	\$675,922,792

Source: Thumb Growth Alliance, (1987 percent figures).

Another important source of revenue for Huron County is tourism. Although the eastern shoreline of the State of Michigan is recognized less as a tourist destination than the northwest and western side of the State, the shoreline communities offer lodging facilities, State parks, boating, beaches and other recreational opportunities. Tourism is the third largest money generator for the County, behind agricultural production and manufacturing activities.



REGIONAL DEMOGRAPHIC TRENDSPopulation

Port Austin and Huron County have experienced minimal population growth during the 1980's and are not estimating any extreme changes to this growth pattern. Military personnel and their dependents accounted for approximately eight percent of Port Austin's population in 1985. Historical population data and future population estimates for year-round residents are presented in the following table:

<u>Location</u>	<u>Population</u>			<u>Compound annual growth</u>	
	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1980/1985</u>	<u>1985/1990</u>
Port Austin Village	839	870	N/A	.7%	N/A
Port Austin Township*	1,570	1,590	N/A	.3%	N/A
Huron County	36,459	36,024	36,793	(.2%)	.4%
Michigan	9,262,078	9,170,300	9,387,700	(.2%)	.5%

\* Includes the Port Austin Air Force Radar Station.

Sources: United States Department of Commerce, Bureau of the Census,  
and Michigan Department of Management and Budget, March 1985.

The County's historical population by age group does not reveal major shifts to the growth of any one particular age group. Estimates of future trends for Huron County does not indicate any changes from the historical growth pattern as illustrated in the following table:

<u>Age</u>	<u>1980</u>	<u>Percent of total</u>	<u>1990</u>	<u>Percent of total</u>	<u>2000</u>	<u>Percent of total</u>
0-19	12,211	33.5%	11,235	30.5%	11,594	30.9%
20-29	5,448	14.9	4,498	12.2	4,223	11.3
30-39	3,901	10.7	5,442	14.8	4,478	11.9
40-49	3,281	9.0	3,919	10.7	5,543	14.8
50-59	3,926	10.8	3,244	8.8	3,921	10.4
60+	<u>7,692</u>	<u>21.1</u>	<u>8,454</u>	<u>23.0</u>	<u>7,753</u>	<u>20.7</u>
Total	<u>36,459</u>	<u>100.0%</u>	<u>36,792</u>	<u>100.0%</u>	<u>37,512</u>	<u>100.0%</u>

Source: Michigan Department of Management and Budget,  
Office of Revenue and Tax Analysis, March 1985.

Population for the Port Austin area is very seasonal. According to the Port Austin Township clerk, the number of township residents, during the tourist season, is approximately double of the year-round residents.

### Employment

The County's labor force has shown some growth since 1980. This growth has occurred in the service industries, while manufacturing employment has experienced a slight decline. The majority of the labor force works in the County. Non-agricultural employment characteristics Huron County in 1989 are as follows:

<u>Industry</u>	<u>Percent of total employed</u>
Manufacturing	27.0%
Wholesale/retail trade	25.4
Government	21.2
Professional services	15.8
F.I.R.E.	3.8
Transportation/communications	3.5
Construction/mining	<u>3.3</u>
	<u>100.0%</u>

Source: Michigan Employment Security Commission (MESC),  
Bureau of Research and Statistics, March 1989.

In 1989, the unemployment rate for Port Austin Township was 12.6 percent, representing a 4.6 percentage point decrease since 1984. The AFS provided less than one percent of the jobs in Huron County and 13.8 percent of the total number employed in Port Austin Township at the time it was announced for closure. The following table illustrates the growth in labor force and employment between 1984 and 1989:

	<u>1984</u>	<u>1989</u>	<u>Compounded annual percentage change</u>
Port Austin Township:			
Labor force	559	625	2.3%
Number employed	463	550	3.5%
Unemployment percentage	17.2%	12.6%	
Huron County:			
Labor force	14,725	16,550	2.4%
Number employed	12,811	14,975	3.2%
Unemployment percentage	13.0%	9.4%	

	<u>1984</u>	<u>1989</u>	<u>Compounded annual percentage change</u>
Michigan:			
Labor force	4,335,000	4,592,000	1.2%
Number employed	3,850,000	4,267,000	2.1%
Unemployment percentage	11.2%	7.1%	

Source: Michigan Employment Security Commission (MESC).

### **Income**

Although Huron County experienced a reduction in manufacturing jobs, the percentage of total County income derived from the manufacturing sector increased during the 1980 decade, while income attributed to agriculture decreased significantly during the same time period. According to statistics provided by the Sales & Marketing Management magazine, "Survey of Buying Power", the median household effective buying income for the County increased at an annual rate of 1.3 percent between 1980 and 1988.

### **Housing**

Huron County is not growing in population and, therefore, has experienced little growth in housing units. The majority of year-round residential units were built before 1940. In 1980, 15.8 percent of the total housing units were considered seasonal or migratory, representing a 2.2 percent decrease from 1970. The decrease can be attributed to retirees making seasonal cottages permanent homes. Nearly 90 percent of the County's housing units are single-family dwellings. The following table summarizes housing data in 1980 for Port Austin Township and Huron County:

	<u>Port Austin Township</u>	<u>Huron County</u>
Total units	1,329	17,852
Households	613	12,764
Owner-occupied units	499	10,540
Median household income	\$11,224	\$13,860
Median value of owner-occupied housing units	\$30,600	\$31,200

Source: Michigan Statistical Abstract, derived from 1980 census data.

### **TRANSPORTATION**

Huron County is accessible by two paved, undivided State highways, but not interstates. Interstate 75 (I-75) is the nearest Interstate to the area. The "Thumb" area of Michigan has not shown the growth of other areas in Michigan, primarily because of its lack of accessibility and more rural nature. Average daily highway traffic counts have experienced some increases over the years because of increases in tourism travel, but have not kept pace with the growth experienced on the western side of the State.

There are approximately 140 miles of highway throughout the County and over 320 miles of two lane blacktop roads. The majority of County roads, however, consist of gravel and nonpaved surfaces serving local residential needs.

Other forms of transportation are also lacking in the County. Rail freight service is available in the County, but not to Port Austin. Neither rail nor air passenger service are offered in the County. The nearest airport with commercial services is Tri-City International Airport located in Saginaw County, approximately 90 miles southwest of Port Austin. Three general aviation airports are located in Huron County near Bad Axe and the southwest region of the County. The map on the following page illustrates the roads, highways, railroads and small airports that link the "Thumb" area with other major market areas.

### **TOURISM**

Although no major tourist attractions exist in Huron County, the area offers a recreational shoreline for boating and fishing and two State parks, one in Port Austin and the other in Caseville. Tourism in Michigan is very strong, with travel expenditures growing at an annual rate of 8.3 percent between 1982 to 1988, and growth in-person trips of 5.3 percent annually during the same time period. Huron County's tourism industry benefits from the miles of Great Lakes shoreline.

At this time, improvements to the Port Austin harbor area are underway and plans are being developed for future expansion of the marina. A breakwall recently formed allows for more winter recreational activities. The ice will now stay in the harbor and offer ice skating and ice fishing. Continued efforts to promote year-round tourism will be the key to establishing Port Austin as a recreational community.

### **DEVELOPMENT ACTIVITY**

Moderate residential, commercial and industrial development have occurred during the ten-year period from 1975 to 1985. Much of the farm residential land surrounding the City of Bad Axe has been re-zoned to industrial and commercial uses. The County has established a comprehensive plan to direct its decisions affecting growth and land development.

# Transportation

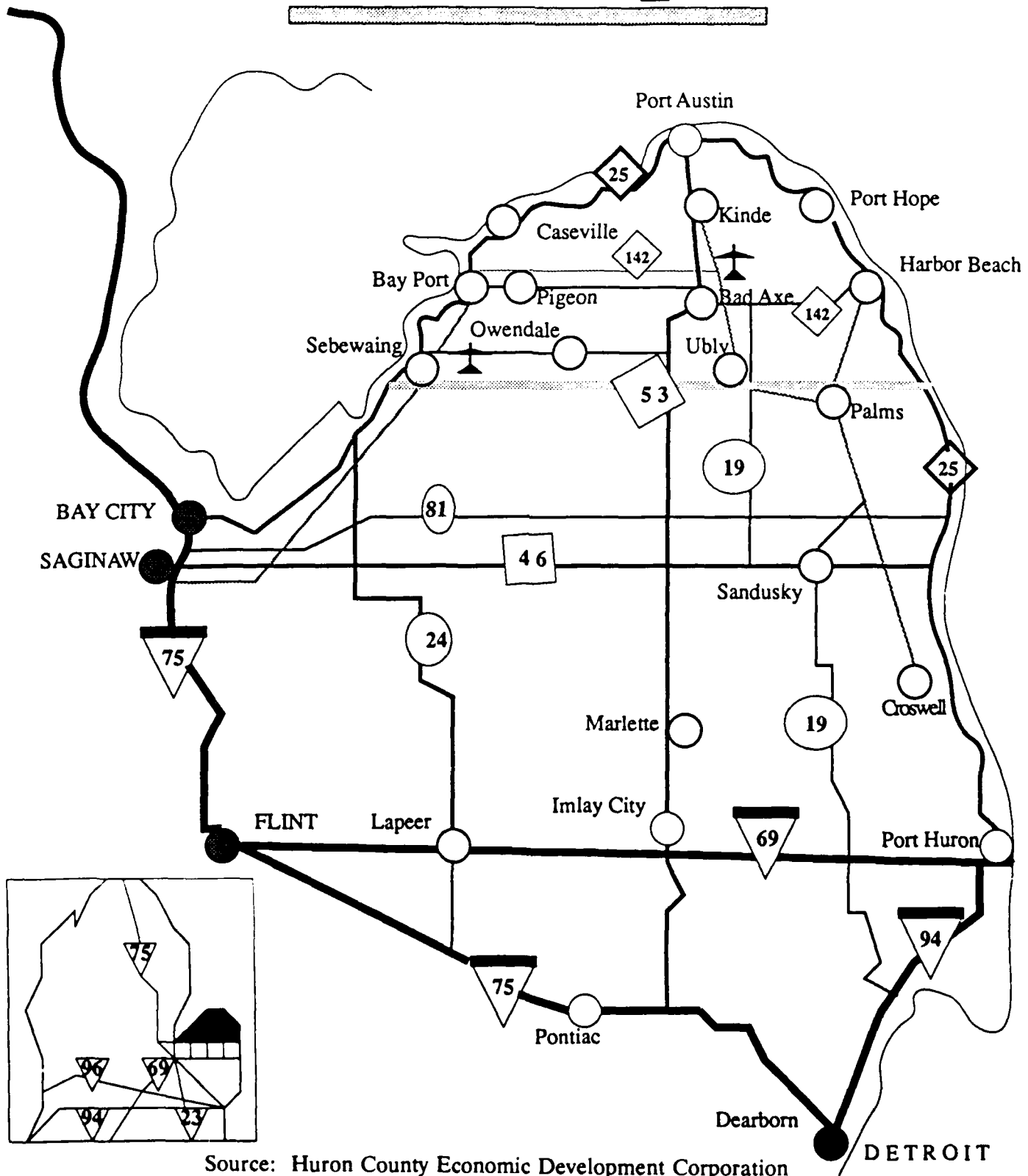
All season Truck Routes —————

Divided Highways —————

Active Railroad Routes —————

Class B & Class C Airports —————

IV-7



Source: Huron County Economic Development Corporation

## **SITE AND BASE FACILITIES ASSESSMENT**

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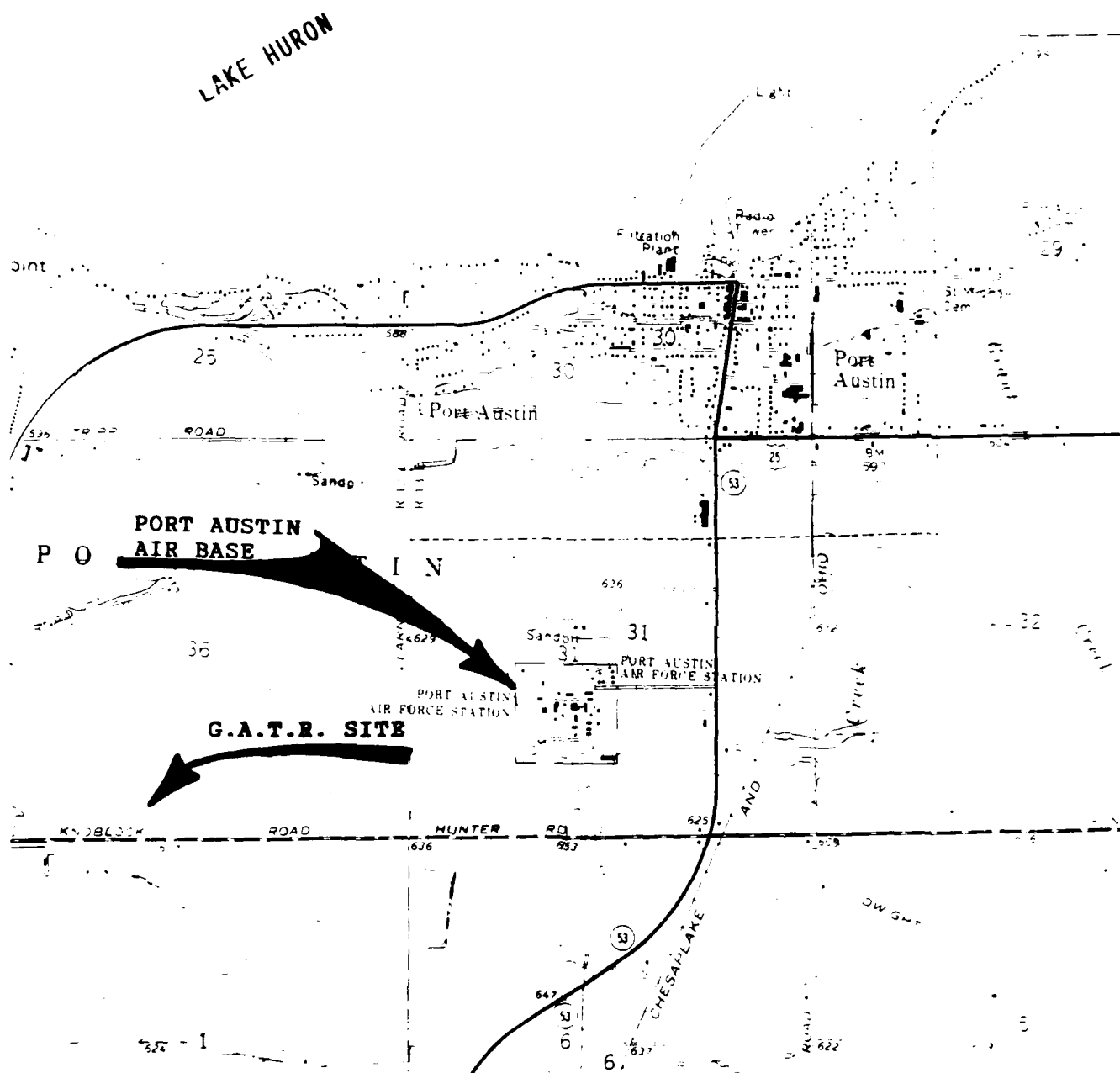
### **SITE ASSESSMENT**

The former Port Austin Air Force Radar Station (AFS) is located approximately one mile from Lake Huron's Saginaw Bay. The site does not have shoreline frontage or direct lake access. The distance between the site and the waterfront limits the site's ability to take advantage of water-related recreational opportunities. The map on the following page illustrates the location of the station in Huron County.

The site has good visibility in the Port Austin area because of the topography of the land. It is positioned along one of the County's major thoroughfares, State Highway M-53, connecting the Huron Peninsula to southeastern Michigan.

The site's surrounding land uses are mainly agricultural in nature. A middle school is located at the foot of the site's entrance off of M-53. A golf course is under construction on the east side of M-53 near the site. The Village of Port Austin is located one mile north, where M-53 and M-25 meet. The village is comprised of residential units, tourist oriented shops, other small retail stores, small commercial businesses and a community building. The remainder of the area is farmland and local industry.

Although County growth is evident, Huron County's agricultural base and location in east central Michigan causes the growth to be slow. Currently, the focus of State tourism development is on the west and northwest areas of Michigan. A path of development is evident from the southeastern region westward to the Straits of Mackinac. State tourism activities are more evident to the west with many tourist/resort destination communities located there. Although Huron County offers miles of shoreline, the area's tourism industry is mostly fishing and hunting related, unlike the west side of the State that offers a wide variety of year-round tourist activities.



AREA LOCATION MAP

**SCALE: 1" = 2000'**

**SOURCE: 1970 USGS QUADRANGLE MAP**

## BUILDING INVENTORY

### General Information

A building inventory has been prepared and is included as Appendix C. In preparing this inventory the construction plans of the various buildings were reviewed, the site was toured several times and site maintenance personnel were questioned. The AFS is comprised of 69 buildings dispersed throughout the 52.07 acre site and an additional building on the 7.41 acre site. The site plans on the following pages identify each of the buildings. As a result of this inventory, the following comments are in order:

### Overall Condition

The buildings are generally of sound and tight construction. Most buildings are of block construction with a flat roof. See Appendix C for more detail. Structurally, the buildings are in good condition and are very viable for reuse. Since the site was closed in February of 1989 the buildings have not been heated. This has allowed moisture to accumulate in the buildings and cause some damage to interior finishes. Damage noticed in January of 1990 included sagging ceiling tiles, wrinkled wall coverings, warping of paneling, loosening of floor tiles and mildew on carpeting. When heat is returned to these buildings, it is expected that some of these conditions may reverse themselves to some degree.

### Insulation

Most buildings were poorly insulated or were not insulated at all when built. The houses, dorms and a few other buildings, which have recently been remodeled, have had insulation added. All other buildings generally lack insulation. If insulation is important for reuse, it should be noted that most buildings could easily be insulated by stripping the interior walls, adding rigid insulation and covering it with drywall.

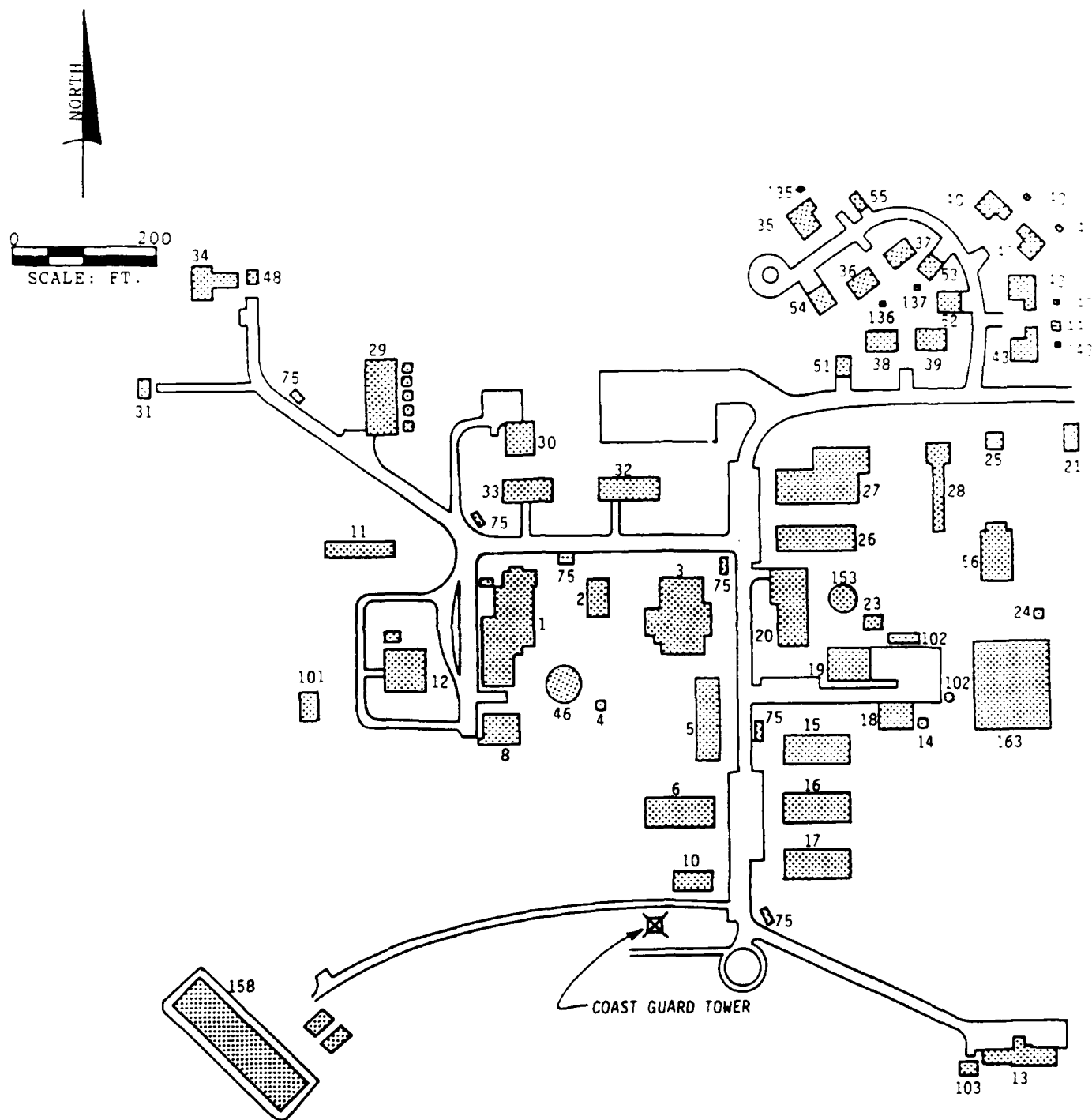
### Roofs

Site maintenance personnel noted that they have had some problems associated with the flat roofs. Therefore, when roofs are in need of replacement, they have generally been replaced with a pitched roof. Buildings #12 and #30 each have patched roofs due to radar dome removal. Therefore, new roofs should be considered for these buildings.

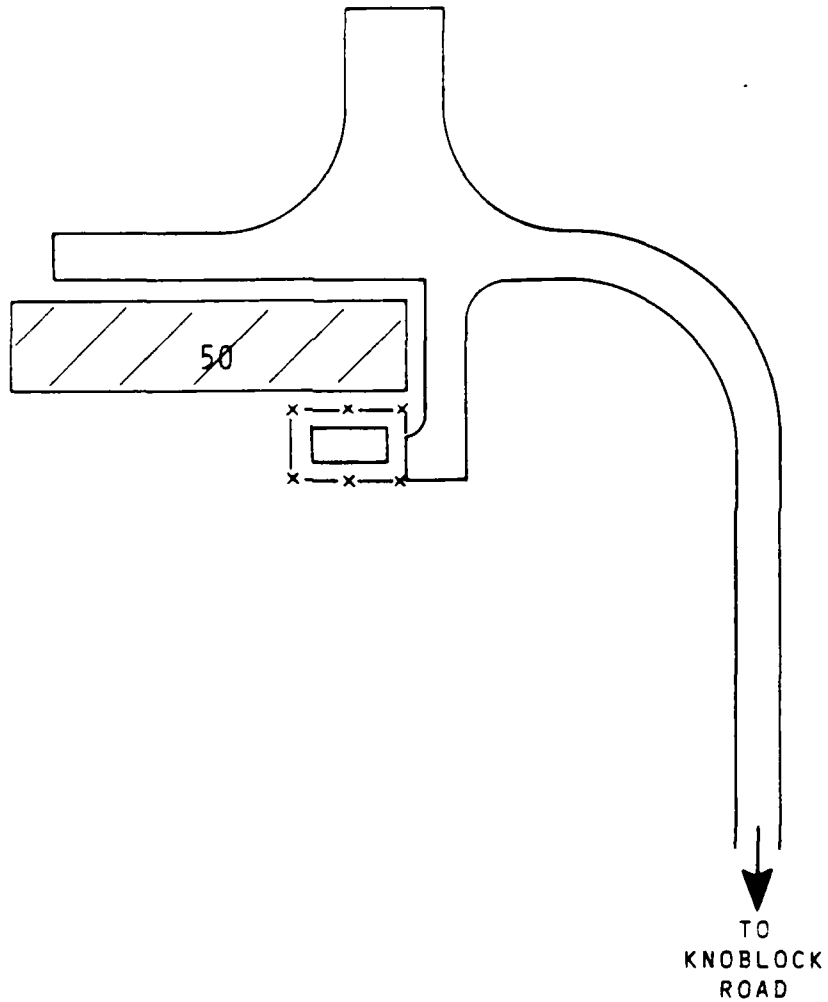
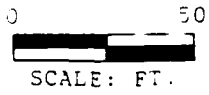
### Asbestos

All friable and exposed asbestos has been removed from the site. The majority of the asbestos removal involved removing insulation from steam piping in various buildings. As part of this process, suspended ceilings in many buildings were partially removed and/or damaged. Therefore, some work is required to restore these ceilings to their original condition.





PORT AUSTIN AIR FORCE STATION SITE PLAN  
PORT AUSTIN, MICHIGAN



G.A.T.R. FACILITY SITE PLAN  
PORT AUSTIN AIR FORCE STATION  
PORT AUSTIN, MICHIGAN

**BUILDING LIST**

1	Leisure Center
2	Exchange Store
3	Civil Engineering & Commissary
4	Hazardous Storage
5	Dining Hall, NCO
6	Dormitory
7	Commissary Storage
8	Communications Facility - Michigan Bell currently uses
10	Heated Automotive Shop
11	Troop Shelter
12	Radar Tower
13	MWR Storage & Support
15-17	Dormitory
18	Vehicle Maintenance Shop
19	Heating Facility
20	Dining Hall, Amn
23-25	Water Support Building
26	Officers Quarters
27	Gymnasium
28	Bowling Center
29	Electric Power Station
30	Radome Tower
31	Water Support Building
32	Headquarters
33	Base Warehouse
34	Arts & Crafts Center
35-43	Family Housing
44	Sewage Pump Station
46	Base Warehouse
48	Arts & Crafts
51-55	Detached Garages, Family Housing
56	Swimming Pool
75	Fire Hose House
101	Diesel Storage
102	Mogas Storage
103	Hazardous Storage, Waste Oil
110	Septic Tank
114	Electrical Substation
135-145	Storage Building, Housing
151	Flag Pole (2 ea.)
153	Water Tank
158	Sewage Treatment Plant
163	Tennis Courts

When a steam pipe passed through a wall, the insulation in the wall was left in place and sealed off. This asbestos is unexposed and not considered harmful. If such walls are removed in the future for remodeling, the remaining asbestos will have to be properly removed and disposed of.

Floor tiles suspected of containing asbestos have also been left in place. If these tiles are removed in the future as part of remodeling, they will have to be properly handled and disposed of. Therefore, the site cannot be considered asbestos free and any future remodeling should involve concerns over asbestos locations, removal and disposal.

#### PCB's

According to Air Force personnel, all transformers were rid of PCB in the mid 1970's.

#### Structures in Use

Presently building #8 is being used by the telephone company and the radio tower on site is being used by the Coast Guard.

### Housing

#### Single-Family

The site contains nine single-family homes with a total of five detached garages. Five of the homes are 3 bedroom units (1,052 S.F.) while the other four units are 2 bedroom units (845 S.F.). The detached garages were shared by two or more units. Each home has its own independent gas heating system. The houses are well built, insulated and are in generally good condition.

#### Dormitories

The site contains four dormitories, each being 5,710 S.F. This results in a combined floor area of 22,840 S.F. The dormitories are all two-story structures with one community type bathroom per floor. These buildings appear to be sound and generally in good condition except for the interior finish.

Since the buildings are not presently being heated, there is some damage to the interior finishes due to moisture build-up. Suspended ceilings show signs of sagging, wall coverings have wrinkled and buckled in some areas, and some floor tiles have come loose.

Bachelor Officer Quarters (BOQ)

The site contains one BOQ which is a two-story structure with a total floor area of 6,443 S.F. The BOQ was built such that there is a bathroom for every two bedrooms. The BOQ appears to be structurally sound and generally in good condition except for the interior finish. Moisture build-up due to being unheated has caused ceilings to sag somewhat and wall coverings to wrinkle and buckle in some areas.

UTILITIESHeating

The majority of structures on the site are heated by a central heating facility. Only a few buildings have independent heating facilities. Those buildings which have independent heating facilities are as follows:

<u>Building #</u>	<u>Description</u>	<u>Type of heat</u>
35 - 43	Single-family housing	Gas/forced air
13	MWR storage	Fuel oil/forced air
34	Chapel	Fuel oil/hot water
28	Bowling	Gas/forced air
50	GATR	Fuel oil/forced air

The central heating facility consists of three gas/ fuel oil boilers which furnish steam throughout the site by means of a network of overhead steam lines. Due to asbestos removal operations, the boilers are presently uninsulated. A majority of the steam lines in the buildings are uninsulated and exterior steam lines have isolated areas which are uninsulated. In order to reduce heating costs and increase efficiency, the buildings should probably be converted to individual heating systems. Regardless of the reuse or reuses developed at the site, changing the heating system would be beneficial, not only from an efficiency standpoint, but also for aesthetic reasons.

If a building is to be reused with little remodeling, it would probably be best to install a gas fired steam boiler in that building and reuse the steam piping and radiators which exist. If a building is being extensively remodeled, it would probably be best to install a gas-fired, hot water boiler and install new piping and radiators in the building. The hot water system would be easier to control and is more energy efficient.

Gas

The site is provided gas service by Consumers Power Company. On site gas distribution is limited to a 2" line to the central heating plant and small service lines to the houses. If the present central heating facilities are abandoned and replaced with individual heating systems, an underground gas distribution system will need to be installed throughout the site. If several separate reuses take place on the site, separate gas meters will need to be installed at each building.

### Electricity

The site is provided electricity by Detroit Edison Company. The electricity is distributed through a network of overhead power lines, primary switches and open transformers. The present electrical distribution system may not be well suited to certain reuses. The existing overhead distribution system is extremely susceptible to natural and manmade damage and could be a safety hazard due to its accessibility. Therefore, the overhead electrical distribution may need to be replaced with an underground system for most reuses except industrial. If the site is reused by a number of different facilities, separate electric meters will have to be installed.

### Water

Water supply for the site is provided by four wells. These wells can be summarized as follows:

<u>Well number</u>	<u>Building number</u>	<u>Diameter</u>	<u>Screen setting</u>	<u>Capacity</u>
1	23	6"	Unknown	50 GPM @ 120' TDH
2	24	12"	202'	70 GPM @ 150' TDH
3	25	12"	200'	50 GPM @ 150' TDH
4	31	12"	Unknown	50 GPM @ 150' TDH

GPM = Gallons per minute. TDH = Total dynamic head (pressure measurement).

All wells are driven by electric motors. Wells #3 and #4 have backup gasoline engines. The wells pump water to a 62,000 gallon ground storage reservoir where it is stored until needed. The water is then pumped from the reservoir into the distribution system by two 75 GPM service pumps to meet demand. Pressure on the distribution system is provided by a 2,060 gallon hydroneumatic storage tank. The water distribution system is comprised of mostly 6" watermains with a few 4" watermains. Fire protection is provided by several fire hydrants on site and through a 500 GPM electric fire pump which has a gasoline engine back-up. The water system appears to be in very good condition.

Hardness of the water is in the range of 200 ppm. The only softening on site is provided at the Heating Facility and at the Dining Hall.

If the wells on the site were abandoned, Port Austin would be a viable source of water. Access to Port Austin's water is approximately 1/2 mile north of the site. The Port Austin System uses treated Lake Huron water as its source. Due to the fact that the site is 50 feet higher than Port Austin, the on-site reservoir, service pumps, hydroneumatic tank and fire pump would most likely have to be reused. Therefore, connecting to the Port Austin system would only replace the wells and not any of the other on-site water storage and pumping facilities.

The GATR site has its own independent well and water system.

### Sewage Treatment

The majority of the site is serviced by a sewage collection system which transports the wastewater to a package treatment facility. After treatment, the wastewater is discharged to an unnamed ditch that ultimately flows to Lake Huron. Two buildings on site are not serviced by this collection and treatment system. Those buildings are #34 - Chapel and #13 - MWR Storage. These two buildings have their own septic tank and tile fields. The GATR site also has its own septic tank and tile field.

The wastewater collection system throughout the site is a gravity type and is comprised of 8" mains with mostly 6" service leads. Manholes are provided throughout to facilitate cleaning. Two pump stations are provided. One pump station is located adjacent to the housing units and the other is located at the treatment plant.

Wastewater treatment is provided by a 30,000 gallon per day package treatment plant. The treatment plant is not housed in any fashion. The plant provides comminution, aeration, dosing, sand filtration and chlorination. The latest discharge permit issued by the Michigan Department of Natural Resources (MDNR) expired in January of 1990. The permit was based on a flow of 16,000 gallons per day and contained the following discharge limitations:

<u>Effluent characteristics</u>	<u>Dates in effect</u>	<u>Concentration limitations</u>	
		<u>30 Day average</u>	<u>7 Day average</u>
5 Day BOD	All year	30 mg/l	45 mg/l
Suspended solids	All year	30 mg/l	45 mg/l
Total phosphorus	All year	1 mg/l	-----
Focal Coliform bacteria	May 1 to October 31	200/100 ml	400/100 ml

According to AFS personnel, the wastewater treatment plant had no problems in meeting effluent limitations.

The wastewater treatment plant has been taken out of operation and the discharge permit has expired. Wastewater treatment will be necessary for any reuse of the site. The existing treatment plant could probably be reactivated and a new discharge permit obtained. As part of the process of getting the new permit, the MDNR may require some upgrading be done to the existing treatment plant. A licensed operator would also be required to operate and maintain the plant and do all monitoring, testing and reporting required. With all these obstacles associated with reusing the existing treatment plant, consideration should be given to connecting to Port Austin's sewer system which is located 1/2 mile north of the site. The decision as to whether or not to connect to Port Austin's system can better be evaluated when a specific reuse is determined.

**RECREATION FACILITIES**

Indoor facilities provide for bowling, basketball, weight training and racquetball. Outdoor facilities include a lighted baseball field, two lighted tennis courts and a swimming pool. Each facility is independent of the others and positioned at various locations on the site. Because of the site's proximity to the countryside and Lake Huron, residents can enjoy snowmobiling, cross-country skiing, hiking, bicycling, waterskiing, fishing and hunting.

**ROADS**

The roads and parking areas on the site are paved and have no curb and gutters. In 1988 these paved areas were resurfaced with a bituminous sand seal coat and therefore, are presently in good condition. Refer to the Station Site Plan for a general indication of the roads and parking on site.



## **POTENTIAL REUSE OPPORTUNITIES**

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Land, buildings, utilities and other property at a closed military installation can become valuable economic assets for the community to help counter the impact of the closing. The chart on the following page summarizes the location and use relationships for other radar stations across the country. The following analysis presents major trends and an assessment of the market potential for Port Austin for each type of reuse identified, based on a combination of interviews with local officials, community leaders and economic development professionals and a review of the reuse of similar facilities throughout the country.

### **INDUSTRIAL/COMMERCIAL**

Huron County, and more specifically the Port Austin area, has little existing industry, with approximately 10 percent of the County's property tax base composed of industrial and commercial lands. These developments are generally located in more urbanized areas with good transportation access and are often included in mixed-use developments. Potential for other types of developments, such as the need for housing, sometimes evolve from additions of industrial or commercial businesses in an area.

#### **Manufacturing**

There appears to be minimal development potential for a manufacturing park or single user at the subject site. The lack of current industry and the lack of demand for future industry in this area restricts a manufacturing use. A manufacturing use would increase the number of jobs available and the property tax base for the community, but generally needs to pull from an existing employment pool either professional or skilled labor required for the new businesses. Port Austin is not recognized as a commercial trade area and lacks many of the

LOCATION/USE RELATIONSHIPS FOR TWENTY-NINE  
RADAR STATIONS

COMMUNITY LOCATIONAL ATTRIBUTES										STATION CHARACTERISTICS				
Date of Impact	On Interstate Highway	Located in SMSA	Within 50 Miles of			Located Within 10 Miles of Town	Located on Multiple Strip	Other Facility	Other	REUSE		Number of Jobs		
			SMSA	100,000	200,000					Educational	Commercial			
9/69		X	X			X			X		X	1 less than 5		
6/75		X		X		X			X			50		
4/68	X					X						10 - 15		
7/69		X	X			X			X			100		
1/75	X								X <sup>1/</sup>			200 (1965)		
1/71		X				X						0		
N/71		X		X				X				50 (summer)		
6/70						X					X	5 (winter)		
3/65						X						0		
6/76		X				X		X		X		21		
									X			140 (1978)		
12/69	X	X			X	X		X				220 (1971)		
9/65												N		
3/65	X					X					X	0		
N						X					X	12		
						X					X	12		
1/64			X			X						1 less than 5		
6/68		X			X	X			X			100		
5/63	X			X						X		1 less than 5		
7/71	X <sup>2/</sup>						X				X	50		
3/66	X <sup>2/</sup>	X							X <sup>3/</sup>			0 (1978)		
5/68	X									X <sup>4/</sup>		50 (1975-80)		
4/66						X			X			N		
												70 (full-time)		
3/75					X							20 (part-time)		
7/66										X <sup>2/</sup>		N		
										X		30 (1978)		
7/63	X			X		X		X			X <sup>2/</sup>	50-55 (1979)		
6/70	X					X				X		50		
						X				X		1 less than 5		
N/71	X		X			X						70		
N/70				X					X			155		
N/71		X			X				X			20		
4/68	X					X				X		1 less than 5		
												12-25		
												(part-time)		

\* OZA Project

N - Not Available

1/ Station is not now in use but will be opened as a federal postsecondary

2/ Madera is located on California 99, a limited access highway integrated with the Interstate system.

3/ This site was used by Bureau of Indian Affairs. The County is now negotiating with GSA to acquire it for a vocational school.

4/ The site had been leased from the Range Agricultural Experiment Station and reverted to its former agricultural use.

5/ A private entrepreneur has purchased the site for conversion to a senior citizen community.

6/ The associated base containing housing for the station was conveyed to the University of Texas and is being used as a children's home providing 30 jobs.

supportive businesses and modes of transportation needed for such a development. The property may also require redevelopment of the land and buildings to be appealing to potential tenants if it were to be used for offices. In light of Huron County's current low level of economic development activity, it is highly unlikely that the AFS would present development potential for an industrial or commercial user.

### **Public/Private Storage**

Similar facilities once used by the armed forces have been adapted to various types of storage uses. With Saginaw Bay approximately one mile north of the site, boat and other recreational equipment storage may be needed. Agriculture, as a primary land use in Huron County, may create a grain storage use for such a site. In addition, the former AFS could be a low cost means of storing public equipment and goods. This use has moderate development potential and may be possible as part of a multiple use. A storage use could create minimal new employment in the Port Austin area. Although a storage facility would have community benefit, it would provide a use for some structures.

Another storage use to be considered is artifact storage. The temperature controlled environment, offered by radar tower structures, is attractive for a historical preservation use. This is a fairly new concept in military property reuse. The Office of Economic Adjustment (OEA) would be the contact of further information and the possible need for this storage use.

### **RECREATION/TOURISM**

The majority of the State's recreational tourist areas are along the western shoreline and in the northwestern and northern cities of Michigan. The eastern shoreline of Michigan depends on lake frontage as a tourist attraction and is primarily oriented to sport fishing and boating activities. While the Village of Port Austin is currently working to improve the harbor area and promote year-round tourism, the AFS property is positioned one mile south of the waterfront limiting its opportunities to be tied into the community's recreational shoreline. Public recreation areas are often found in shoreline communities. Developments of this nature take advantage of surrounding views, particularly scenic woods or waterfronts. Huron County currently has several County parks and two State parks.

### **Local Community Use**

The former AFS has many existing recreational facilities. Prior to closure, the station's recreational facilities had been accessible for local community activity use. This use could be continued as part of a multiple use strategy, but would provide few jobs or revenue for the community. The distance from the area's recreational shoreline also limits this use.

### **Resort Complex**

Another recreational use identified is a resort complex. Typically, resort areas provide a variety of tourist attractions and year-round recreational facilities, such as golf, boating, swimming, snowmobiling and skiing.

A resort use for the former AFS has low development potential. Port Austin is not recognized as a major end destination resort city. The distance between the station and the recreational shoreline of Huron County limits the potential for a resort use. Major improvements to the housing facilities would be necessary to attract tourists, as well as improvements to the existing recreational facilities.

### **EDUCATIONAL/VOCATIONAL/RESEARCH**

#### **Retreat or Seminar Center**

The isolated location of the AFS, and the recreational facilities offered, make this facility somewhat attractive for a business retreat or seminar use. Minor changes in the existing structures would be necessary since many of the buildings could have similar uses to those prior to closing. Development potential for a retreat facility is limited by the distance of the shoreline and the limited transportation access.

#### **Youth Group Center**

Youth organizations often operate remote facilities for camps or weekend retreats. The radar station would be suitable for a scouting or religious organization center. The facilities would require few changes as many of the structures would assume their uses prior to closure. Youth camps generally have a high ratio of staff to attendees and this increase in job opportunities would benefit the community. However, the development potential of a youth center is limited due to the minimal interest by these organizations.

Vocational education, training, or research educational facilities are usually centralized in city or suburban populated areas that offer ample support businesses or near the research related subject matter. The site for the educational facility needs to be easily accessible from adjoining regional areas or have a large enough population to support the facility itself.

The existing structures are well suited for this reuse, however, discussions with various universities and research organizations resulted in minimal to no interest in the AFS for an educational or research use.

### **MEDICAL CARE**

#### **Hospital/Health Care**

Health care facilities are generally located in major metropolitan areas with residential and commercial developments surrounding. The facility serves the local areas in which it operates and also some surrounding low density areas.

The Port Austin AFS does not have a structure previously used for health care. In addition, many base facilities may not meet State's accreditation standards for health use. Currently, Port Austin and Huron County are served by three hospitals in Huron County and two large medical centers in Saginaw and Bay City. Since the GSA's first requirement in applying for the property for a fundamental health program is proof of current need, a medical care use for the facility does not appear to be warranted.

### **HOUSING/RESIDENTIAL**

Residential development occurs in areas experiencing population growth or is deemed necessary by new and expanding commercial and industrial developments. The developments can be in the form of residential communities (both single- and multi-family and/or rental versus owner-occupied), homes for the elderly, or housing for individuals of low income or those who are homeless.

#### **Existing Residential Structures**

The Port Austin community has not experienced any sizeable change in population over the past decade and is not expected to see much change in the near future. The need for housing is not evident with houses currently remaining on the market for several years. This can be attributed to the lack of permanent population growth. The nonexistent housing need, and the remodeling that would be required for the units to be appealing to prospective residents, does not warrant a residential type use for the property.

#### **Elderly/Low Income Housing**

Retirement communities are generally located in areas of growing population in the 60+ age group, more specifically the 70+ age groups. These age groups are not showing significant growth in Huron County. The elderly are less likely to change their residence outside of their current community than other age groups. Therefore, it is unlikely for the elderly to be attracted from a distance greater than Huron County. Modifications will be needed for housing to be appealing to prospective residents because of the concrete block buildings and the current decentralized layout. With housing currently in excess in the Port Austin area, this reuse does not appear feasible.

### **INSTITUTIONAL**

Institutional properties are generally located in remote areas away from populated cities. Physical appearance of the property is of little importance. This type of development can be a private or public program. Currently, there is a shortage in the State and country for institutional developments, especially correctional facilities and chemically dependent treatment centers. These facilities have similar characteristics to military installations.

The AFS could be transformed into an institutional use. Two such uses identified are a low level security prison/juvenile detention center and a drug and alcohol rehabilitation center. New jobs would be created and an increased demand for housing may occur in the Port Austin area under both of these uses. The community could fill a public need while boosting the area's economy.

**POTENTIAL REUSE PLAN**

Based on interviews with community leaders, a site analysis from both a market and physical perspective, and information provided by interested users, the highest and best use for the Port Austin Air Force Station has been identified as an institutional use. The two primary institutional reuses include a correctional facility and a rehabilitation center.

**Correctional Facility**

Currently, the population of correctional facilities in the United States is at a record high. The increasing population is partially due to the tougher sentences for drug related crimes. A majority of the States are under a court order to alleviate over crowded conditions at the existing facilities. The remote site of Huron County, away from metropolitan areas makes the AFS an attractive site for this type of use. The design of a military installation offers the ability to confine inmates to the property by a secure perimeter and a controlled entry. Many of the existing structures could be used for the same function previously used when the AFS was in operation, although some remodeling would be necessary.

Based on discussions with officials from Michigan's Department of Corrections, perpetual over crowding at State correctional facilities is apparent at all levels of security. The Port Austin site would be conducive to a lower level security prison for juveniles or adults. Residents would be confined to the facility. Dormitories, housing, recreational facilities and educational classrooms could all be utilized for this program. New jobs would be created drawing labor from the community, as well as bringing in labor from outside Huron County. The Michigan Department of Corrections indicated that 50 percent of the jobs generally draw from the local area for new correctional facilities. The table on the following page illustrates the impact on communities in terms of employment and dollars from other previous military installations that are now operating as correctional facilities.

A correctional facility in Port Austin could, potentially, have an adverse affect on the area's image. Higher security may be needed in the area to comfort concerns of residents. As a public sector facility, this institution would not contribute to the local property tax base. Although the facility would be a self-contained operation, negative affects on the area's tourism industry may occur with this use. The community must evaluate the benefits and adverse effects that this type of development would bring.

**Rehabilitation Center**

Substance abuse represents a serious health problem in society today. Across the country, substance abuse centers are experiencing long waiting lists for people to enter their programs. Businesses ranging from large corporations to small companies have instituted employee assistance programs offering a confidential assessment and referral program designed to assist with the resolution of personal problems. The remote location of the Port Austin AFS and the buildings and facilities already present at the site makes the property attractive for a chemical dependency rehabilitation center use.

# POTENTIAL REUSE OPPORTUNITIES

VI-7

## CORRECTIONAL FACILITIES IMPACTS

	Type of facility		Employment	Rated capacities	Current budget	
	Federal	State County			Salaries	Operations Total
<u>California</u>						
Boron Federal Prison Camp	x		126	326	\$ 3,412,300	\$ 2,793,800 \$ 6,206,100
Pleasanton Federal Correctional Institution	x		267	351	\$ 6,743,500	\$ 4,341,000 \$ 11,084,500
<u>Florida:</u>						
Cross City Correctional Institution		x	355	1,155	\$ 7,866,640	\$ 2,805,972 \$ 10,672,612
<u>Idaho:</u>						
North Idaho Correctional Facility		x	46	178	\$ 1,024,000	\$ 589,000 \$ 1,613,000
<u>Illinois:</u>						
Hanna City Work Camp		x	100	200	\$ 2,500,000	\$ 1,000,000 \$ 3,500,000
<u>Maine:</u>						
Charleston Correctional Facility	x		97	150	\$ 2,564,645	\$ 2,000,000 \$ 4,584,645
Dowd East Correctional Facility	x		57	96	\$ 1,672,076	\$ 605,885 \$ 2,277,961
<u>Michigan:</u>						
Camp Koehler		x	43	160	N/A	N/A N/A
Chippewa Regional Correctional Facility		x	222	700	N/A	N/A \$ 20,000,000
Chippewa Temporary Correctional Facility		x	267	640	N/A	N/A \$ 10,930,700
Hawatha Temporary Correctional Facility		x	274	640	N/A	N/A \$ 11,213,100
Kinross Correctional Facility		x	419	1,285	\$10,200,000*	\$ 4,980,000 \$ 15,180,000*
<u>Minnesota:</u>						
Duluth Federal Prison	x		129**	699	\$ 3,226,900	\$ 3,009,600 \$ 6,236,500
<u>Nebraska:</u>						
Community Corrections Lincoln		x	27	151	\$ 645,031	\$ 438,427 \$ 1,063,458
Lancaster Correctional Facility		x	18	88	\$ 502,494	\$ 173,098 \$ 675,592
<u>North Carolina:</u>						
Butner Federal Correctional Facility	x		286**	438	\$ 8,444,800	\$ 4,341,100 \$ 12,785,800
<u>South Carolina:</u>						
Aiken Youth Correctional Center		x	98	310	\$ 1,440,288	\$ 641,435 \$ 2,081,723
<u>Texas:</u>						
Big Spring Federal Prison Camp	x		171	827	\$ 4,738,500	\$ 2,483,700 \$ 7,222,200
<u>Washington:</u>						
Maselle Youth Camp		x	80	100	\$ 2,150,425	\$ 1,228,404 \$ 3,378,829
<u>Totals</u>	<u>5</u>	<u>13</u>	<u>3,082</u>	<u>8,494</u>	<u>\$57,131,599</u>	<u>\$31,431,421</u> <u>\$131,306,720</u>

N/A Data not available.

\* Data does not include fringe benefits.

\*\* Includes salaries & expenses, buildings & facilities, and factories & UNICOR at the end of 1989.

Source: President's Economic Adjustment Committee, Community Guidance Manual XIII, March 1990, (as of September 1989).

The patients would become residents of the center for a defined period of time. The nature of a substance abuse center would not confine residents to the premises, although they would remain at the center throughout their stay. Patients are paying customers and admit themselves to the facility on a voluntary basis. Security needs would be minimal. This development could be private or public. Private use could bring property tax dollars to the community. In addition, labor from the local community would be needed to assist in running the program. Local community labor would be necessary in the areas of maintenance, food service and administration. Total local employment needs could range from 20 to 50 people based on the size of the facility and number of patients. Professionals from outside the County would be brought in and may create an increased demand for housing. Remodeling would be necessary. The existing facilities could be utilized on an as needed basis.

A rehabilitation substance abuse center would not adversely affect the image of Port Austin and Huron County. The area could fill a public need while creating more jobs and bettering the local economy. The effect on the local tourism industry could only be that of awareness of the County's recreational environment by those attending the center and visiting.

The chart on the following pages outlines the reuses identified. The list may not be complete in every category and, therefore, other uses that appear to be possible should not be dismissed without careful review. This listing, however, does include the principal prospective reuses of the station.



DEVELOPMENT OPPORTUNITIES  
PORT AUSTIN, MICHIGAN

<u>Prospective Use</u>	<u>Development Potential</u>	<u>Facility Suitability</u>	<u>Cost/Benefits</u>	<u>Recommended Actions</u>
<u>Industrial/Commercial:</u>				
<u>Manufacturing</u> (park or single-user)	<u>Low</u> It is unlikely that one manufacturing firm would be able to use the entire facility. There is minimal demand for a manufacturing park use in Huron County.	Although individual buildings might be suitable for small manufacturing operations, utilities are not currently adequate.	Jobs and property tax benefits. Revenues for the community.	Determine impact of pursuing this reuse on present industrial development efforts. Identify potential users and investigate management plans.
<u>Public/private storage facilities</u> (e.g. grain, boats, campers, community goods)	<u>Moderate</u> Similar facilities have been adapted to storage uses. With Saginaw Bay so close, a site to store boats and other recreational equipment may be needed. Grain storage space is also possible. Low-cost means of storing public equipment and goods.	Analysis of radar towers' and operations buildings' suitability for grain storage would be necessary.	Very little benefit to community in terms of jobs created but would provide a use for some structures.	Pursue as part of multiple use. Consider possible sale or lease of some buildings to private developer for storage use.
<u>Recreation/Tourism:</u>				
<u>Local community use</u>	<u>Low</u> The distance between the station and the recreational shoreline of Huron County limits the potential of this use as a park or recreational facility.	The recreational facilities are acceptable. Improvements are optional.	Few jobs or revenue would be provided. Social benefits would result.	Pursue as part of a multiple use strategy.
<u>Resort complex</u>	<u>Low</u> The eastern shoreline communities of Michigan are less recognized as destination resort areas.	Recreational improvements are necessary. Major improvements to housing facilities would be necessary to attract visitors.	Jobs and revenues for the community.	Do not pursue
<u>Educational/Vocational/Research:</u>				
<u>Retreat or seminar center</u>	<u>Low to moderate</u> The isolated location of Port Austin and the facilities offered make this facility somewhat attractive. The limited transportation access and distance from the shoreline limits this use.	Minor changes in structures would be necessary.	Value derived from use could exceed required investment and would further diversify local economy by decreasing seasonal demand for labor.	Determine impact of pursuing this reuse on present community promotional efforts
<u>Youth group center</u>	<u>Low to moderate</u> The location would be suitable for this use. Demand is minimal.	Facilities would require few changes in existing facilities.	These centers usually have a high ratio of staff to trainees. Thus the benefits of increased job opportunities are high. Conversion costs for reuse are low.	Discuss potential with State and Federal officials, and non-profit organizations.
<u>Vocational education, training or research center</u>	<u>Low</u> Minimal interest in this type of development.	The dormitories, offices and recreation buildings are well suited to this reuse and would require little modification.	This use would provide jobs and training opportunities for local residents in addition to bringing new skilled labor into the community.	Do not pursue

# DEVELOPMENT OPPORTUNITIES (Continued)

## PORT AUSTIN, MICHIGAN

Prospective Use	Development Potential	Facility Suitability	Cost/Benefits	Recommended Actions
<u>Medical Care:</u> Hospital/health care	<u>Low</u> Due to small local population and existing facilities in Huron County, little need for general medical facilities is currently present.	Many existing buildings could be adaptable to reuse. The station does not have a structure previously used for health care.	Jobs and introduction of new skilled labor into the local community.	Do not pursue.
<u>Housing/Residential:</u> Existing residential structures	<u>Low</u> Housing market is not experiencing much demand making sale of homes to local residents difficult in the short-term.	Houses may have to be moved from the site to appeal to local residents. Houses will require some renovation since they have been stripped of all fixtures and furnishings.	Will cause temporary excess housing.	Do not pursue.
<u>Elderly/low income housing</u>	<u>Low</u> Housing is currently in excess. Demand for elderly or low income housing is not expected.	Modifications will be needed to meet HUD standards.	The lack of need for this housing is documented.	Do not pursue.
<u>Institutional:</u> Correctional facility	<u>Moderate to high</u> There is currently a need for new facilities at all levels of security. The remote location is desirable for low level security.	The buildings are well suited to this reuse. Few changes would be required.	Correctional facilities provide jobs for a community. The cost to the state of conversion would compare favorably to new construction.	Discuss prospect with State officials to determine present and future facilities needs.
<u>Rehabilitation center</u>	<u>Moderate to high</u> The facility would be desirable for this type of reuse. These types of developments are in high demand.	The buildings are well suited to this reuse. Little change would be necessary.	This alternative would provide jobs and possible revenues to the community.	Pursue by contacting State officials and other interested private users.

Source: Laventhol & Horwath.

## **DEVELOPMENT AND IMPLEMENTATION STRATEGY**

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### **REUSE PLANNING CONSIDERATIONS**

The development of the Port Austin Air Force Radar Station (AFS) *must be* consistent with the goals and desires of the community in relation to the physical features of the area and the existing land uses.

Huron County's comprehensive plan states that the major policy guideline for future land use is the need to conserve water, natural resources and recreational opportunities. At the same time, another major guideline is the need to encourage development, population growth and improved employment opportunities. The County plans to adhere to these guidelines by promoting tourism and recreation as a means of economic development. Whatever the use, it must increase population and jobs without negatively affecting the area's tourism industry.

The Port Austin AFS can be developed for a civilian use. The facility, however, is of no value unless it can be used constructively to restore jobs and/or fill other community and regional needs. The strategy for the reuse of the site must be devised within the context of the overall economic development strategy for Huron County.

#### **Community Concerns**

The people around the Port Austin AFS have the individualism and character associated with rural life. Those in the community are extremely concerned about the reuse development of the AFS. The analysis findings recommending an institutional use for the site has deepened this concern.

Community members have publicly stated their position against a correctional facility as the site's reuse. They are concerned about the types of visitors that such a facility would bring into their community. The benefits in terms of jobs and local revenue would have to heavily out-weight the negatives for a correctional facility use to be accepted by the community.

A sense of mutual cooperation will be essential if effective reuse of the AFS is to become a reality

### **IMPACT OF REUSE**

#### **Environmental**

Huron County encourages growth and development patterns that are compatible with the natural features of the area. The preservation of agricultural soils is important to the County's farm production. Protection for lakes, streams and wetlands will maintain the natural beauty, recreation and domestic water supply provided. The provision of services and recreational opportunities to the seasonal resident and tourist must not be endangered by any chosen reuse for the AFS.

#### **Infrastructure Demands**

Demands that some potential uses have may cause a need for improvements to roadways and extension of utilities. The current water/wastewater treatment facility at the site will have to be evaluated to determine its operational ability. Increased traffic on roadways leading to the site may create a need for improvements in the site area depending upon the use and volume of traffic it will draw. Regional utility companies will benefit from most developments considered because of the expected increased use of their services.

#### **Population**

All reuses identified are expected to increase local population to varying degrees. Most of the developments will need to bring new people from outside the County to assist in the operations of any given use. Some may choose to become residents of the community.

#### **Jobs Creation**

All the potential developments for the Port Austin AFS will create jobs in the area. Those requiring professional staff will bring some of their required labor force from outside the County. The existing work force will be able to fill less technical jobs. Bringing new skilled labor into the community may positively impact both area population and the housing market.

**Land Use**

Under Huron County's comprehensive plan, the Port Austin area is currently a designated resort area near the shoreline with an agricultural-orientation inland. Since these two land uses are primary sources for the County's industry, future development should not encroach on the most productive land areas. While development in the prime agricultural lands of the County is strongly discouraged, the former AFS site may operate as a self-contained entity under many of the potential opportunities identified.

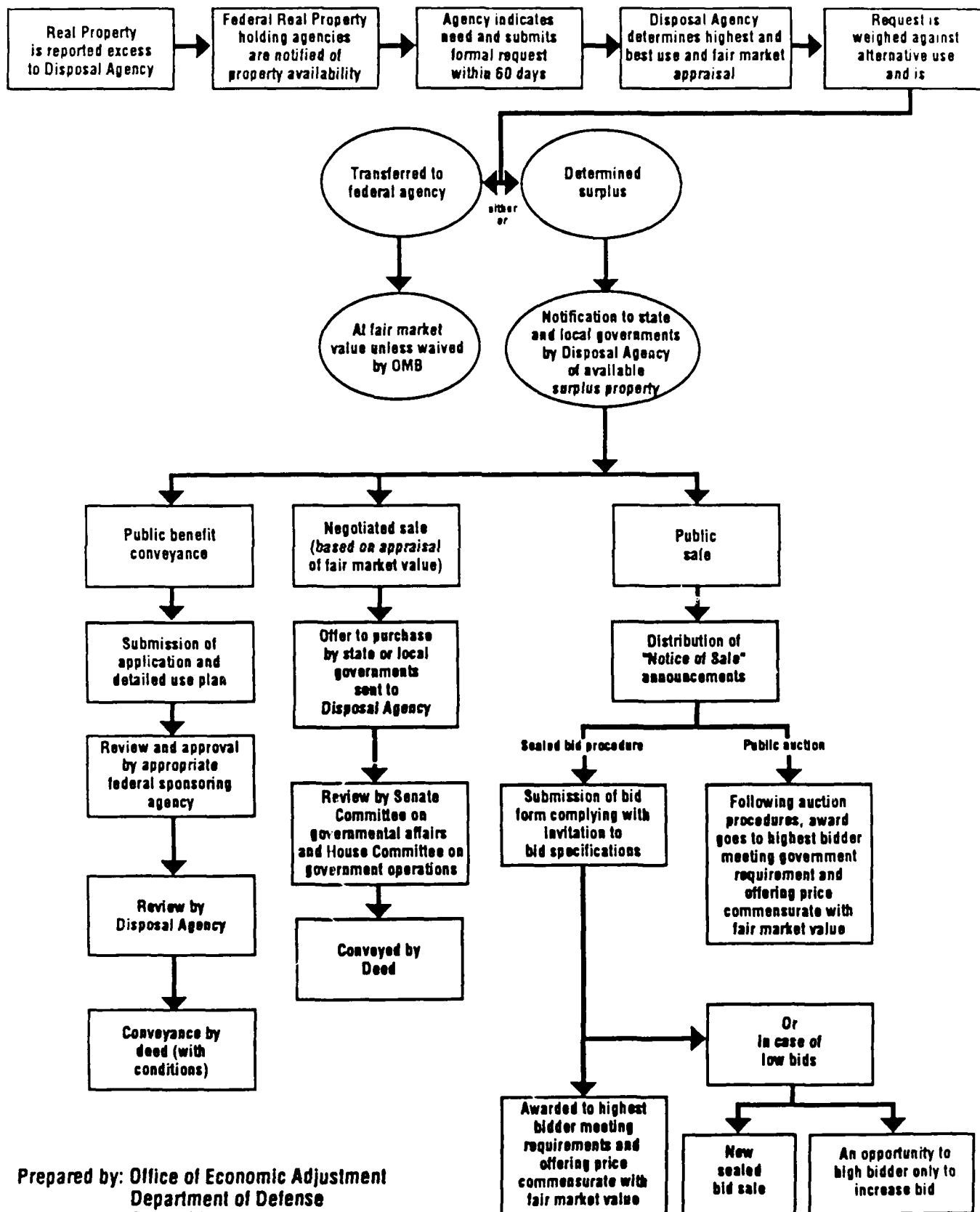
**Public/Private**

Acquisition of the subject property may occur through public or private developer investment. Private investments have many advantages to the community. Property tax base may be increased through an acquisition by a private developer. A private developer has a personal interest in the site and community. Public investment also has advantages. The government being a well established entity offers stability.

**ACQUISITION PROCESS**

Federal real property holdings no longer needed by Federal agencies are reported to the General Services Administration (GSA) for either utilization by other Federal agencies having a requirement for such property or disposal as surplus property. The community in which surplus real property is located can assist GSA in the efficient disposal of the property by assisting State and local agencies interested in acquiring the property or by stimulating a competitive market for the property. The following chart outlines the steps of the acquisition process. A more indepth description of this process can be found in Appendix D.

# Property Disposal Process



**RECOMMENDED DEVELOPMENT ACTIONS**

The following recommended actions are targeted toward the reuse of the Port Austin Air Force Station:

<u>Action</u>	<u>Responsibility*</u>	<u>Target date/status</u>
<b><u>A. ORGANIZATION AND PLANNING:</u></b>		
1. Request OEA assistance	Congressional Delegation Huron County	Completed
2. Provide financial and technical assistance relating to the reuse of the station and to the overall area economic adjustment effort.	OEA/DOD EDC	Continuing
3. Establish a reuse committee as an associated element of the EDC.	Huron County Port Austin Township Village of Port Austin	Completed
4. Have a public hearing on reuse of property.	Huron County EDC	Completed
5. Prepare policy and procedure statements regarding the role of the reuse committee and its relationship with other regional organizations.	Reuse committee EDC	Completed
6. Pass referendum supporting reuse committee.	Huron County Port Austin Township Village of Port Austin	Completed
7. Designate a reuse coordinator.	Reuse committee EDC	Completed
8. Rezone the property after the Air Force leaves.	Port Austin Township	Completed
9. Acquire reuse planning grant from OEA.	Huron County	Completed

\* See list of acronyms in Appendix B.

<u>Action</u>	<u>Responsibility</u>	<u>Target date/status</u>
<b><u>A. ORGANIZATION AND PLANNING (continued):</u></b>		
10. Prepare a proposed Port Austin reuse plan.	Huron County EDC Contractor	Completed
11. Identify subcommittees to explore market reuse prospects.	Reuse committee EDC	Completed
12. Develop procedure for marketing the reuse of the station.	Reuse committee EDC	May 1990
13. Conduct a public hearing on the draft reuse plan and modify or confirm strategy and development actions.	Reuse committee EDC Contractor OEA/DOD	May 1990
14. Establish a public communication pattern to inform public of developments and to secure public support in reuse planning.	Reuse committee EDC Local media, town and county governments	On-going
15. Maintain communications with Federal and State agencies concerned or interested in station reuse.	Reuse committee EDC OEA/DOD	On-going
16. Prepare promotional materials (brochure or packets) to aid in marketing the station to potential users.	Reuse committee EDC	June 1990
17. Assign responsibilities for implementing elements of the development strategies.	Reuse committee EDC	June 1990
<b><u>B. PROPERTY DISPOSAL:</u></b>		
1. Accept report of excess.	GSA	May 1990
2. Property screened for Federal needs.	GSA	May 1990



<u>Action</u>	<u>Responsibility</u>	<u>Target date/status</u>
<b><u>B. PROPERTY DISPOSAL</u></b> <b><u>(continued):</u></b>		
3. Property declared surplus to the Federal government.	GSA	July 1990
4. Property offered to State and local governments	GSA	August 1990
5. Method of property disposal is determined.	GSA State Huron County	September 1990
6. Negotiations for disposal of the property begin.	GSA Huron County	October 1990
7. Sale reviewed by Congress.	Congress GSA	November 1990
8. Deed conveyed.	GSA	December 1990
<b><u>C. FINANCIAL PLANNING:</u></b>		
1. Determine water sewer needs.	Huron County Reuse committee EDC	June 1990
2. Determine transportation needs.	Huron County Reuse committee EDC	June 1990
3. Determine infrastructure needs.	Huron County Reuse committee EDC	June 1990
4. Determine labor retaining needs.	Huron County Reuse committee EDC	June 1990
5. Identify Federal financial resources for reuse development.	Huron County Reuse committee EDC OEA	June 1990

<u>Action</u>	<u>Responsibility</u>	<u>Target date/status</u>
<u>C. FINANCIAL PLANNING (continued):</u>		
6. Identify State financial resources for reuse development.	Huron County Reuse committee EDC	June 1990
7. Identify local financial resources for reuse development.	Huron County Reuse committee EDC	June 1990
8. Submit financial applications to the appropriate governmental agencies.	Huron County Reuse committee EDC	July 1990
9. Receive decision on sources of financial support.	Huron County Reuse committee EDC	September 1990
<u>D. STATION REUSE:</u>		
1. Offer sale of property.	Huron County	October 1990
2. Develop potential reuse priorities through review of the prospective reuses discussed in this report.	Reuse committee EDC	On-going
3. Follow-up on the contractors contacts regarding the various reuses proposed.	Reuse committee EDC	On-going
4. Contact interested parties that have been identified as reuses desirable or acceptable to the community.	Reuse committee EDC	On-going
5. Establish a program to merchandise the station's facilities to the private sector until an acceptable, viable reuse is identified and development is initiated.	Reuse committee EDC	On-going

<u>Action</u>	<u>Responsibility</u>	<u>Target date/status</u>
<b>D. STATION REUSE (continued):</b>		
6. Receive detailed development programs from potential users.	Huron County Reuse committee EDC	June 1990
7. Conduct a public hearing to present potential station users.	Huron County Reuse committee EDC	July 1990
8. Decide on station user based on recommendations from the reuse committee and community.	Huron County	July 1990
9. Public announcement of selected user.	Reuse committee EDC Huron County	August 1990

## **APPENDIX**

## LIST OF ACRONYMS

AFS	Air Force Station
AC&W	Aircraft Control and Warning
BOQ	Bachelor Officer Quarters
BUIC	Back-Up Intercept Control
DOD	Department of Defense
EDC	Economic Development Corporation
GSA	General Services Administration
GATR	Ground to Air Transmitter/Receiver
MSA	Metropolitan Statistical Area
MDNR	Michigan Department of Natural Resources
MESC	Michigan Employment Security Commission
NCO	Non-Commissioned Officer
NORAD	North American Air Defense Command
OEA	Office of Economic Adjustment
SAGE	Semi-Automatic Ground Environment

**LIST OF CONTACTS**

Tom Basil, Commerce Center, Saginaw, Michigan

Reverend Calvin Bonzlaar, Director, Detroit Teen Challenge, Michigan

Jim Curran, Department of Corrections, Development of State Facilities, Michigan

Pam Doyle, Project Manager, Office of Economic Adjustment, Washington, D.C.

Marvin Goretski, Port Austin Chamber of Commerce, Michigan

Ray Heins, Heins Hardware, Port Austin, Michigan

Don Knoblock, Knoblock Funeral Home, Kinde, Michigan

Ed Korn, Port Austin Village President, Michigan

Earl Lee, Huron County EDC, Port Austin, Michigan

Alexander Luvall, Second Deputy Chief, City of Detroit, Michigan

Ed Marcinek, Port Austin Chamber of Commerce, Michigan

Ben Mason, Department of Commerce, Lansing, Michigan

General Matthews, Michigan National Guard, Lansing, Michigan

Bill Mayes, North Huron Schools, Kinde, Michigan

Alvin Murawski, Huron County Building and Zoning Office, Bad Axe, Michigan

Carl Osentoski, Executive Director, Huron County Economic Development Corporation,  
Bad Axe, Michigan.

Gary Osminski, Engineer, Williams, Osminski & Associates, Inc., Bad Axe, Michigan

Dennis Spearman, Chicago GSA, Illinois

Martha Thuemmel, County Commissioner, Port Austin, Michigan

Robert Witherspoon, Chairperson, Huron County Board of Commissioners, Michigan

PORT AUSTIN AIR FORCE BASE  
BUILDING INVENTORY  
March, 1990

No.	Use	Year Constructed	Stories	Sq. Footage	Type of Construction				Comments
					Floor	Exterior Walls	Ceiling	Roof	
1	Operations	1951	1	6,642	Slab on Grade and Platform	Building Inside of a Building/ Outside Building - 12" and 8" Block with Sand Fill Inside Building 8" Block	Suspended	Building Inside of a Building Outside - Flat Concrete Deck/ Built-up Inside - Flat Metal Deck/ Built-up with Sand Cushion and Flat Concrete Deck/ Built-up with Sand Cushion	
2	Exchange	1951	1	1,546	Slab on Grade	12" Concrete Block	Varies from None to Suspended	Flat Concrete Deck/Built-up	
3	Civil Engineering and Commissary	1967	1	7,650	Slab on Grade and Platform	NORTH 1/2 Double 8" Concrete Block with Sand Fill SOUTH 1/2 12" Concrete Block with Sand Fill	Varies from None to Suspended	NORTH 2/3 Flat Double Concrete Deck/ Built-up SOUTH 1/3 Flat Concrete Deck/Built-up	

No.	Use	Year Constructed	Stories	Sq. Footage	Type of Construction				Comments
					Floor	Exterior Walls	Ceiling	Roof	
4	Hazardous Storage	1950	1	64	Slab on Grade	8" Concrete Block	----	Flat Concrete Deck	
5	Dining Hall, NCO	1951	1	5,240	Slab on Grade and Wood Frame with Crawl Space	8" Concrete Block	Suspended	Pitched/Shingle	
6 15 16 17	Dormitory	1951	2	5,710 Each	Wood Frame with Crawl Space	8" Concrete Block	Suspended	Pitched/Shingle	1 Bathroom/Floor
7	Storage	1979	1	144	Slab on Grade	6" Concrete Block	----	Pitched/Shingle	
8	Communications	1972	1	2,000	Slab on Grade	8" Concrete Block	----	Flat Concrete Deck/Built-up	
10	Heated Auto Shop	1956	1	1,000	Slab on Grade	12" Concrete Block	----	Flat Wood Frame/Built-up	
11	Troop Shelter	1963	1	1,760	Slab on Grade	18"± Reinforced Concrete	----	Flat Concrete Deck - 18"± Thick	



No.	Use	Year Constructed	Stories	Sq. Footage	Type of Construction				Comments
					Floor	Exterior Walls	Ceiling	Roof	
12	Radar Tower	1961	5	18,150	Concrete Slabs	10" Reinforced Concrete	Varies from None to Suspended	Concrete Deck around Edges and Wood Frame/Rubber Interior Patch - New Roof Required	2 Floors Unfinished, 2 Floors Partially Finished, 1 Floor Completely Finished, Partial Mezzanine
13	MWR Storage	1951	1	1,364	Slab on Grade	12" Concrete Block	Suspended	Flat Concrete Deck/Built-up Patched with Wood Frame and Rubber	
18	Vehicle Maintenance Shop	1951	1	2,802	Slab on Grade	8" and 12" Concrete Block	Suspended in Office Only	Pitched/Shingle	4 Bays
19	Heating Facility	1951	1	2,304	Slab on Grade	8" and 12" Concrete Block	---	Flat Concrete Deck/Built-up	
20	Dining Hall	1951	1	3,547	Slab on Grade	12" Concrete Block	Suspended	Pitched/Shingle	Ovens and Grills Removed
23	Water Plant/Well	1951	1	576	Slab on Grade	12" Concrete Block	---	Flat Concrete Deck/Built-up	
24 25 31	Well	1953 1959 1962	1	114 114 114	Slab on Grade	12" Concrete Block	---	Flat Concrete Deck/Built-up	

No.	Use	Year Constructed	Stories	Sq. Footage	Type of Construction				Comments
					Floor	Exterior Walls	Ceiling	Roof	
26	Bachelor Officer Quarters	1951	2	6,443	Wood Frame with Crawl Space	8" Concrete Block and 12" Concrete Block	Suspended	Pitched/Shingle	2 Bedrooms/Bath
27	Gymnasium	1955/1964/1983	2	7,655	Slab on Grade and Wood Frame with Crawl Space	12" Concrete Block and 8" Steel Stud with 4" Concrete Block	Suspended	Flat/Built-up and Pitched/Metal	
28	Bowling	1971	1	2,084	Slab on Grade	12" Concrete Block	Suspended	Flat Steel Deck/Built-up	2 Alleys
29	Emergency Power	1963	1	3,907	Concrete Slab	Insulated Metal	-----	Pitched/Insulated Metal	Partial Basement
30	Radome Tower	1962	2	4,410	Metal Deck with Concrete	Insulated Metal	Varies from None to Suspended	Flat Metal and Concrete Deck	2 Floors plus Mezzanine Ground Level Open
32	Headquarters	1954	1	2,466	Slab on Grade	8" Concrete Block	Suspended	Pitched/Shingle	
33	Warehouse	1951	1	1,621	Slab on Grade	8" Concrete Block	Suspended	Pitched/Shingle	
34	Chapel	1951	1	1,972	Slab on Grade	12" Concrete Block	Suspended	Flat Concrete Deck/Built-up	

Nb.	Use	Year Constructed	Stories	Sq. Footage	Type of Construction				Comments
					Floor	Exterior Walls	Ceiling	Roof	
35 40 41 42 43	Single Family Housing (3 Bedroom)	1956	1	1,052 Each	Slab on Grade	2" x 4" Wood Frame with Wood Shingle Siding Exterior and Drywall Interior	Drywall	Pitched/Shingle	
36 37 38 39	Single Family Housing (2 Bedroom)	1956	1	845 Each	Slab on Grade	2" x 4" Wood Frame with Wood Shingle Siding Exterior and Drywall Interior	Drywall	Pitched/Shingle	
44	Sewage Pump Station	1956	1	50	Slab on Grade	8" Concrete Block	-----	Flat - Wood Frame Deck/Built-up	Duplex - 2 Hp 50 GPM Each
46	Base Warehouse	1958	2	2,924	Metal	Metal	-----	?	

Nb.	Use	Year Constructed	Stories	Sq. Footage	Type of Construction				Comments
					Floor	Exterior Walls	Ceiling	Roof	
50	Ground/Air Transmitter - Receiver	1961	1	1,950	Slab on Grade	WEST 2/3 8" Concrete Block topped with Poured Concrete EAST 1/3 Building inside of a Building/ Outside - Flat Steel and Concrete Deck with Sand Fill/ Built-up. Inside - Flat Gypsum Deck/ Built-up.	----	WEST 2/3 Flat Gypsum Deck/Built-up EAST 1/3 Building inside of a Building/ Outside - Flat Steel and Concrete Deck with Sand Fill/ Built-up. Inside - Flat Gypsum Deck/ Built-up.	
51 52 53 54 55	Detached Garages, Housing	1974	1	672 Each	Slab on Grade	2" x 4" Wood Frame with Wood Siding	----	Pitched/Shingle	
56	Swimming Pool Bath House	1974	1	600	Slab on Grade	8" Concrete Block	----	Pitched/Shingle	Pool 20' x 40' 8' Deep - Fenced

No.	Use	Year Constructed	Stories	Sq. Footage	Type of Construction				Comments
					Floor	Exterior Walls	Ceiling	Roof	
135 136 137 138 139 140 141 142 143 144 145	Storage Buildings, Housing	1971	1	56 Each	Slab on Grade	Metal	-----	Pitched/Metal	
153	Water Storage Reservoir	1951	1		Slab on Grade	Reinforced Concrete	-----	Flat Concrete Deck	62,000 Gallon
158	Sewage Treatment Plant	1959	-----	-----	Package Treatment Plant				30,000 GPD

Source: Williams, Osminski & Associates, Inc.

## PROPERTY ACQUISITION SUMMARY

I. DISTINCTIVE FEATURES OF DEFENSE PROPERTY

Property may be described in many ways. However, only three attributes are important to a community seeking Federal property: its type, its administrative status, and its essentiality.

TYPE

Anyone concerned with converting property from Federal military use to non-Federal civilian use need concentrate only on two kinds of property. These are: real property and related personal property.

In a broad sense, real property consists of land and buildings. That concept suffices for most purposes. However, the law that authorizes the disposal of Federal real property narrows that definition. The Federal Property and Administrative Services Act of 1949, as amended, has a three-part definition. The first part says that real property is "any interest in land, together with the improvements, structures and fixtures located thereon...under the control of any Federal agency..." The definition includes prefabricated, movable structures, such as butler-type storage warehouses and quonset huts, and house trailers when used in place with the land.

The second part of the definition covers all kinds of structures and fixtures controlled by a Federal agency which could be disposed of without the underlying land, excluding prefabricated movable structures.

The third part of the definition covers "standing timber and imbedded gravel, sand or stone."

The foregoing terminology is not as inclusive as it may appear. The Federal Property and Administrative Procedures Act of 1949, 63 Stat. 377, as amended (hereinafter called The Act), excludes certain property that one might ordinarily have considered to be real property. For example, land reserved or dedicated for national forest or national park purposes is not real property within the terms of that law. (Other exceptions, dealing with minerals, public domain, crops, etc., are not usually major concerns in the conversion process.)

The second kind of property is related personal property. In lay terms, personal property is every kind of property that is not real property. The Act does not define personal property. However, it does define "related personal property." The distinction is important because, as we shall see, the law permits related personal property to be transferred to public agencies on advantageous terms along with real property. Personal property is related personal property if it meets one of the following tests:

- It is located on, or is an integral part of, real property.
- It is used or useful in connection with real property or the productive capacity of real property.
- The Administrator of General Services determines that it is otherwise related to the real property.

The term includes items as diverse as installed machinery and consumable materials, supplies and other expendable items.

This concept of related personal property makes it possible to pull together completed packages of real estate and personal property that are economically viable. The ability to integrate real and personal property is particularly important when the planned civilian use is identical or similar to the former military use. Any public agency seeking to acquire excess military facilities such as dining facilities, classrooms, libraries, dormitories, hospitals, chapels, maintenance shops and airfields should also try to acquire the related items of personal property essential for initial civilian operation. A military dining facility without stoves, warming equipment, the oversized kitchenware for mass-produced meals, etc., would not have much practical utility.

### **ADMINISTRATION**

Property may also be described by the way it is owned and managed. Not everything on government land is owned by the government. Some structures are owned by private not-for-profit organizations serving a governmental purpose. For example, the head of a military department is authorized to permit the American Red Cross to erect buildings on a military reservation for the purpose of storing supplies to aid the civilian population in the event of serious national disasters. Another example is the authority of the head of a military department to permit the YMCA to erect a building on a military reservation in order to promote the social, physical, intellectual and moral welfare of the military personnel stationed there.

The process by which the Federal government divests itself of real estate that it does not need often involves three agencies of government. These agencies control the property, authorize its use and dispose of the property.

- A holding agency is accountable for the property (maintains it and controls its use while in Federal hands).
- The program agency has authority to recommend the disposal of property to eligible recipients at a discount. (For example, the Department of Health, Education and Welfare is the agency that would have to recommend to the disposal agency the no-cost disposal of a former military school to a community for use as a civilian school.)

- The disposal agency is the General Services Administration (GSA) or, alternatively, the executive agency designated by the Administrator of General Services to dispose of surplus real property.
- These designations of agencies become important to a community as it attempts to understand the processes that govern the acquisition of different kinds of property for various uses.

## ESSENTIALITY

Federal real property may also be distinguished by the degree of need which the government believes it has for the property. Whenever a Federal agency or department determines it no longer requires property that it controls, that property is classified as excess to that agency or department. Property becomes surplus to the government when it is no longer needed by any Federal agency or department. While non-Federal public agencies under prescribed circumstances may temporarily use excess property (as a result of recent legislation), they may not own it until it is disposed of as surplus.

These classifications weigh heavily in the process by which a community can quickly take advantage of military property for subsequent civilian use. From a community's point of view, perhaps the most important distinction between excess and surplus is the fact that long-term commitments may be made only if the property is surplus. A determination that the property is surplus assures the community that Federal agencies will not be competing for direct use of the property. Also, a commitment to a community with respect to an extension of the community's interim use pending disposal is on firmer ground when made in consonance with an approved disposal plan following the declaration of surplus.

## II. THE STEPS TO AVAILABILITY

### SURVEYS

Identification of defense-owned real estate as "excess" occurs in five ways.

First, every base commander has the responsibility to determine whether any of the property that he controls is not needed to support current missions. He must report unneeded property as excess.

Second, each military department is required to conduct systematic, thorough reviews of its real property holdings, at least annually. These reviews identify property that is not needed, under-utilized or not being put to optimum use.

Third, the General Services Administration is required (by Executive Order) to make surveys of real estate owned by the Federal government.



Fourth, the Office of the Secretary of Defense performs regional surveys of defense real estate in all major metropolitan areas. The purpose is to make sure that land and facilities are being used efficiently. The surveys aim at consolidating activities on the minimum amount of property required to sustain them effectively. These consolidations (or realignments, as they are called) produce excess property.

A fifth type of survey is the kind used by budget necessities and changes in military missions. Most large scale base closings or reductions result from these causes. They often require massive lay-offs of civilian employees and sizable reductions in troop strengths which, in turn, lead to vacated property that may ultimately become excess.

### **NOTIFICATION**

When the Department of Defense (DOD) determines that it no longer needs certain real property, the appropriate military department then notifies the Congress.

The notification consists of the following transmittals to the Armed Services and the Appropriations Committees of Congress and to all Senators and Congressman whose constituencies are likely to be affected.

- A one page announcement summarizing the effects of the realignments.
- A letter to members of each congressional delegation citing the particular action that affects their constituents.
- A statement (in significant base realignments) as to the availability of assistance from the President's interagency Economic Adjustment Committee (EAC) and the Defense Office of Economic Adjustment (OEA). The Committee, chaired by the Secretary of Defense, consists of key officials in 18 Federal departments and agencies. The Office of Economic Adjustment serves as the full-time professional staff of the Committee.
- A summary explanation of the changes for each major installation affected.

State and community officials are notified at or about the same time as the Congress by phone calls from Department of Defense officials or, in the case of communities, by personal notification from the local base commander.

The public is informed by a Department of Defense press release within 48 hours following notification to the Congress.

## **INTERNAL DOD SCREENING**

Once a military department has determined that it has property it does not need, it informs the other military departments, the Coast Guard and defense agencies of the availability of the property. Any of these organizations that need part or all of the property notifies the holding military department of that requirement.

## **CLEARANCE**

The holding military department determines that the property is excess to the Department of Defense after it has ascertained that the property is not required by any of the organizations notified above. The determination is then communicated to the Office of the Secretary of Defense. (Any disposal of real estate that has an estimated fair market value - or annual rental - in excess of \$50,000 must have the prior approval of the Assistant Secretary of Defense for Manpower, Reserve Affairs and Logistics.)

The report of the proposed disposal is usually only one page long and seldom exceeds two pages. The report states the name of the installation and its location, cities using the command, describes the former use, states the amount of acreage and extent of U.S. legal interest in it, presents the acquisition cost of the land and the improvements on it, cites the date the property was acquired, and gives a one or two sentence description of the action about to be taken with respect to the property. The usual action is then to report the property to the General Services Administration (GSA) as excess. Finally, the report cites the statutory or other legal authorities for disposition of the property and informs Congress that the disposal action has been approved by the Assistant Secretary of Defense for Manpower, Reserve Affairs and Logistics.

In practice, this report of a proposed disposal is submitted to the Armed Services Committees of the Congress by the holding military department on the last working Friday of any calendar month. Under the law, the holding military department could report the affected property to the General Services Administration for disposal after the report of proposed disposal has been in the hands of the Armed Services Committees for 30 days. In practice, however, military departments do not do so until the congressional committees have actually indicated that they have "no objection" to the proposed disposal.

## **PRELIMINARY GSA SCREENING**

Screening, as the term is used here, is the process by which the General Services Administration determines whether property that is excess to a Federal agency can be used to satisfy the requirements of another Federal agency. GSA maintains a register of the known property requirements of Federal agencies. When GSA receives excess property it is checked against this register and also against other known requirements of the Federal agencies. GSA mails notices of availability of excess property to other agencies that may reasonably be expected to have need for it. If GSA receives an affirmative response from a Federal agency and it is determined that a firm requirement does exist, then the property will be transferred to the requiring agency.

The General Services Administration (GSA) receives a copy of the report of proposed disposal that was sent to the congressional committees. GSA treats this information as a preliminary Report of Excess. Thus, GSA gets a head start on offering the property to the non-defense agencies of government. It also makes it possible for an interested state or local government to learn at an earlier date whether a Federal requirement might preclude local use. If the signs are right, the community can immediately begin to formulate conversion plans. (See below re: "Formal Federal Screening.")

## **REPORT OF EXCESS**

A Report of Excess identifies the property that is excess. As was previously noted, any military department can transfer real property, without compensation to another military department, other defense agency, or the Coast Guard. Certain statutory authorities make it possible for a military department to transfer property to other Federal agencies also. However, laws authorizing a military department to transfer property to Federal agencies outside the Department of Defense have very limited application. In most instances, transfers of government property are handled by GSA.

GSA cannot exercise its disposal authority until it is officially notified by a holding agency that there is property available for disposal. If the holding agency is a military department, it is the House Armed Services Committees' approval of the report of proposed disposal that triggers transmittal of the Report of Excess to the General Services Administration.

A Report of Excess consists of four standard Federal forms:

- Standard Form 118 (Report of Excess real property) describes the property, states the date that title vested in the United States, recites all exceptions, reservations, conditions and restrictions relating to the title, reports detailed information about any known flood hazards or flooding of the property, identifies any portion of the property that has possible historic or artistic value, etc.
- Standard Form 118A (buildings, structures, utilities and miscellaneous facilities) lists everything that its title implies. In addition to the generic description, Standard Form 118A states the cost of the property to the government, its outside dimensions, floor area, number of floors, clear head room, floor load range and the restrictions on use or transfer of the government interest.
- Standard Form 118B (land) supplements Standard Form 118A. Standard Form 118B notes tract numbers, the names of the former owners or lessors and their addresses, the total amount of land (in acres or square feet) in which the excess portion is

located, the amount in acres or square feet of the excess real property, the cost, the annual rental, the way the property was acquired and any restrictions on its use or transfer.

- Standard Form 118C (related personal property) details the excess personal property, including installed machinery and equipment, which is related to the excess real property reported on Standard Form 118. In addition to the generic description, this report provides the standard commodity classification, a rating as to the condition of the property, the number of units of each kind of property, the unit cost and total cost.

### **RELATED PERSONAL PROPERTY**

One of the kinds of property described in Chapter 1 above, is "related personal property." That discussion highlighted the importance of related personal property to the proper functioning of facilities located on real estate. Every community has a real financial stake in knowing how usable personal property may be conveyed with the land and facilities.

A key objective in disposing of real estate is to help communities adjust to defense impacts. Consequently, wherever possible, land, buildings and real personal property are "packaged" in a form that will provide maximum economic assistance.

However, property that is needed to meet critical defense requirements cannot be included in the package. Items of equipment or material that are essential to a military unit being relocated, or to a mission, cannot be left behind. The property was purchased from funds of all the taxpayers of the United States for defense purposes and if it is still critically needed for defense it must be retained. Property may not necessarily be needed by the unit or the mission that is being relocated from the base, it may be required by units elsewhere. It is considered as being "required" when the Department of Defense is in the market for the items in order to meet approved objectives.

If an item of personal property is neither essential to the unit or mission being relocated nor a "need-to-buy" item, then it may be eligible for inclusion in the package as related personal property. There are other caveats. Even if the property appears to be needed within the Department of Defense, its relocation is governed by other considerations as well:

- The remaining useful life and the cost of dismantling, packing, crating, transportation, repairs and reinstallation versus the cost to the Department of Defense for buying a new item.
- The destruction or undue damage that would be inflicted on buildings or structures that make them unusable or marginally usable for productive civilian activities by forcible removal of installed property and improvements to real property.

Soon after a preliminary listing of personal property becomes available at an installation about to be closed, defense and civil agency officials meet with community leaders to determine which items of personal property may be needed to carry out the community's use plan.

The determination is made only after the community's proposed use plan for the installation has been reviewed and an assessment made that it is a feasible plan.

There may be differences of opinion between the base's military property office and the community as to whether certain personal property is really related personal property. Where these matters cannot be resolved at a local level, the Defense Director of Economic Adjustment consults with the appropriate military department to resolve the issue.

After the Director of Economic Adjustment has reviewed and approved the list of items that are to be reported to GSA as related potential property, these items are placed in a "hold" status pending the submission of the Report of Excess to GSA. The "hold" prevents anyone from transferring these items elsewhere until GSA makes the final determination as to what is and what is not related personal property.

Standard Form 118C, one of the four forms that comprise the Report of Excess, lists all items of related personal property. (Other procedures govern disposal of items that are not approved as related personal property.)

### **FORMAL FEDERAL SCREENING**

GSA must accord other Federal agencies a priority in acquiring property that has been reported to it as excess. This arrangement minimizes the governmental expenditure for real estate. Under the law, every agency in the Executive Branch must fill its real property requirements by using excess real property so far as it is practicable to do so. GSA, as was noted above, initiates screening for possible Federal requirements at the time that the Armed Services Committees are notified of the proposed disposal by a military department.

Through the screening process GSA notifies appropriate Federal agencies of the availability of excess real property and related personal property. If an agency does have a tentative requirement, it must then advise GSA within an additional 30-day period if there is a firm requirement. Then, within 60 days after the agency has informed GSA that it does have a firm requirement, it must formally ask GSA to transfer the property.

In addition to notifying the other agencies that are likely to have a use for the property, GSA also sends notice of availability to the appropriate regional office of certain civil departments to alert them to the possible near future potentials for disposals to local applicants within their regions. The departments notified for this purpose are Health, Education and Welfare, Housing and Urban Development, and Transportation. However, these departments are prohibited from attempting to interest a local applicant in the property until the property is actually determined to be surplus unless GSA has given its prior consent,

which GSA is permitted to do on a case-by-case basis. Once GSA has determined that the property is surplus, the regional offices of the above named departments formally notify appropriate State and local agencies that the property is available.

### **BASE-USE PLAN**

In practice, community interest in a property and its planning for future use of the property takes place concurrently with the GSA screening process.

Most base-use plans are drafted by professional planners working closely with the leadership of a community. The planning objective is to improve the community's economic and social resources by intelligent application of the base properties to complement the community's strengths and shore up its weaknesses. Thus, an analysis of the community's needs and a portrayal of the options that a community has available to it to determine its future are preliminaries to a base-use plan. Once a community has determined a course of action, it can then proceed to allocate property on the base to the various elements in its plan.

Any public agency that indicates an interest in surplus property is allowed a reasonable time to develop a plan for its use and acquisition. If two or more eligible public agencies apply for the same property for divergent public purposes, the differences must be resolved before the disposal to the community can proceed. Agreements should be reached within a reasonable time (usually not to exceed 60 days).

The plan must be comprehensive and coordinated. It should describe the intended uses for each portion of the land and facilities on it. The plan should also state the nature of related personal property that the public agency desires to acquire along with the land. A map or plat showing the area to be devoted to each use, as well as utilities, roads, etc., should be appended to the plan.

The plan will show easements, utility lines, roads and streets on base, water and sewer systems, each building and arteries to and from the base.

The plan will also express the community's expectations, desires or actual decisions (if the property becomes available to it) on various uses, e.g., the hospital as a research center, the housing for a retirement community, the warehouse for accommodating city-owned maintenance equipment, etc.

A financial plan will subsequently be required, as when a portion of the base is expected to be transferred at public benefit discount for use as a public airport, recreational facility, historical monument, etc. Plotting the various parcels of land on the base for the various uses should reflect professional land planning integrity, not only within the confines of the base but also as these properties will affect adjoining areas after conversion. Ideally, the plan should be completed by the time GSA determines that the property is surplus.

## **DISPOSAL PLAN**

It is GSA's responsibility to see that there is a disposal plan that prescribes an economic and efficient disposition of property. The disposal plan takes into consideration the applicant's base-use plan. In addition, the plan relies on the Report of Excess, GSA's inspection report and the GSA appraiser's evaluation report. Other special considerations (e.g., water rights, arterial roads, minerals, etc.) are noted. The plan also lists the disposal method selected (public bid, negotiation, public benefit allowance) for each type of property (airport, park, recreation facilities, historic monument, health, education, etc.). The plan shows the land area for each kind of disposal, describes the particular type of property interest that the government possesses, describes the improvements, and states the restrictions, reservations and conditions of disposal.

An adequate legal description will be necessary before final transfer of the property can occur. Measurements preferably should be stated in metes and bounds. This means simply that the boundary lines of the land with their terminal points and angles should be shown. A boundary line may be pointed out and ascertained by reference to permanent objects, either natural or artificial, so situated that they may be conveniently used for the purpose of indicating its extent. Not only are the outside perimeters of the property to be acquired by the community thus described, but also the internal boundaries of various pieces of property that will be acquired by different community organizations.

The plan pro-rates the acquisition costs to each portion of the property and states the appraised fair market value. *Appraisal data is not needed for the following kinds of planned disposals: where the property would go to a public body for use as a public airport or historic monument; where the estimated fair market value of the property is \$10,000.00 or less and is to be sold or leased on a competitive bid basis; and, where an appraisal of the property would serve no useful purpose, as when legislation authorizes conveyance without a monetary consideration or stated amount.*

Finally, the plan must thoroughly justify each of the methods selected for disposing of particular areas on the base, with the economic factors predominant.

## **ENVIRONMENT**

Every Federal agency that plans to take an action that may affect the quality of the human environment must first assess the impact. If this assessment shows that the environment may be significantly affected or that the action may arouse controversy over environmental matters, the agency must then file an environmental impact statement.

A decision to open or close a base or substantially increase or decrease base activities usually requires an Environmental Impact Assessment (EIA). When the action will have a significant effect on the physical environment, the more extensive Environment Impact Statement (EIS) is typically required.

Draft EIS's are made available to interested and knowledgeable persons and organizations for comment. Notices that these statements are available are published in the Federal Register at least once before the final decision is made.

The statute requiring environmental assessments and statements is not only applicable to actions of military departments, but is also applicable to actions of other government agencies, including the property disposal actions of GSA.

Even a lease for interim use of excess and surplus property is subject to environmental considerations.

An EIA may take from 30 to 90 days to complete. An EIS may consume 6 to 24 months. As a result, civil reuse of excess defense installations may well be delayed for extended periods of time.

### **III. GOVERNMENT DISPOSAL: A FEW PRINCIPLES**

#### **METHODS**

State and local agencies may convert surplus Federal property in three ways:

- They can obtain property for prescribed uses under public benefit allowances, often at a 100% discount from fair market value provided certain conditions are met.
- They can negotiate a purchase of the property.
- They may permit GSA to sell the property to interested parties in the private sector in a public bid procedure.

It is often to the advantage of a community to utilize the first two procedures. The public benefit discount makes it possible for the community to obtain property at a reduced price or, often, without any expenditure of dollars. The negotiated sales procedure permits the community to control the future development of the property because it can use the property for any lawful purpose.

Understanding three terms is a prerequisite to any discussion of acquisition methods. The three terms are: highest and best use; fair market value; and, public benefit allowance. A brief explanation of each follows:

- **Highest and best use**

The law requires the disposal agency, which is usually the General Services Administration, to determine the **highest and best use** for the property. The estimated highest and best use



is defined as: "The most profitable likely use, within the realm of reasonable probability, to which real and related personal property can be applied or adapted and for which there is a current market."

The concept of "highest and best use" calls for dividing the property into major types, according to its most valuable application, e.g., agriculture, residential, commercial, industrial, airport, mineral, etc.

- Fair market value

Fair market value is the amount of money that the property will bring if "exposed for sale in the open market by a seller who is willing but not obligated to sell, allowing a reasonable time to find a buyer who is willing but not obligated to buy, both parties having a full knowledge of all the uses to which it is adapted and for which it is capable of being used." That definition, from the GSA Appraiser's Manual, is used to establish a price for property that a community wants to acquire outright or at less than a 100% public benefit discount. It is a floor price. The law does not authorize a disposal agency to sell the property for less.

- Public benefit allowances

Non-Federal public agencies and, in certain cases, tax supported institutions and non-profit organizations, may secure surplus Federal real property at a discount if the property is to be used for specified purposes.

A non-Federal public agency is any of the following: a State, the Commonwealth of Puerto Rico, a possession of the United States, any political subdivision within any of the foregoing, or a tax supported agency or institution within any of the foregoing. However, not all of these are entitled by right to all public discounts.

Property for the following purposes may be acquired at a public benefit discount: park, recreational area, historical monument, health, education, public airport, wildlife conservation and public highways. Base water and sewer facilities may be acquired as health facilities.

"Public benefit allowance" means a discount on the purchase price of real property to be transferred for any of these purposes. The amount of the discount represents the benefit (determined by the appropriate governmental authority) which has accrued or may accrue to the United States from use of surplus real property for that purpose.

Total discount in any particular disposal may aggregate up to 100% of fair market value.

Source: Acquiring Former Military Bases. October 1978, Community Guidance Manual III. President's Economic Adjustment Committee, Office of Economic Adjustment, Office of the Secretary of Defense, Washington, D.C.